



International Programme on the Elimination of Child Labour (IPEC)



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IPEC Evaluation

Combating the Worst Forms of Child Labor in Madagascar (WFCL) – IPEC's contribution to the National Plan of Action to Eliminate Child Labor

**MAG/04/P50/USA
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An independent mid-term evaluation by a team of external consultants

November 2007

This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out a team of external consultants¹. The field mission took place in November 2007. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

Funding for this project evaluation was provided by the United States Department of Labor. This report does not necessarily reflect the views or policies of the United States Department of Labor nor does mention of trade names, commercial products, or organizations imply endorsement by the United States Government.

¹ **Sandy Wark**

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Abbreviations and acronyms

AP	Action Program
CNLTE	National Committee for the Fight Against Child Labor
CRLTE	Regional Committee for the Fight Against Child Labor
CSEC	Commercial Sexual Exploitation of Children
CTA	Chief Technical Advisor
DBMS	Direct Beneficiary Monitoring System
Faritany	Province
Fokontany	neighborhood
GOM	Government of Madagascar
IA	Implementing Agency
ILO	International Labour Organisation
INSTAT	Institut National des Statistiques
IPEC	International Program for the Elimination of Child labor
MAP	Madagascar Action Plan
MTE	Mid Term Evaluation
NAP	National Action Plan to Eliminate the Worst Forms of Child Labor
NGO	Nongovernmental organisation
OMEF	Malagasy Observatory on Employment, Vocational and Entrepreneurial Training
OPTE	Observatory on Child Labor
ORTE	Regional Observatory on Child Labor
PACTE	Division for the Prevention, Abolition and Control of Child Labor
PMIS	Project Management Information System
TBP	Time Bound Program
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labor

EXECUTIVE SUMMARY

This mid term evaluation examines the achievements to date of the USDOL funded ILO/IPEC project “Combating the Worst Forms of Child Labor in Madagascar (WFCL) – IPEC’s contribution to the National Plan of Action to Eliminate Child Labor (MAG/04/P50/USA).” The evaluator reviewed project activities including Action Programs (AP) from its official start in October 2004 through November 2007 covering approximately 37 months of activity.

The USDOL-funded IPEC project to support the National Action Plan (NAP) to combat child labor is being implemented in cooperation with the Government of Madagascar and representatives of ILO/IPECs tripartite partners, civil society and other development partners (UNICEF, FAO, etc). The project aims to work at two levels to ensure that the NAP can meet its objectives. The first strategic objective consists of **offering support to improve the enabling environment for national action against the WFCL in Madagascar**. There are five components under this strategic objective: (1) Development of the Knowledge Base, (2) Capacity Building at the National Level, (3) Harmonization of the legal framework and Enforcement, (4) Strengthening of the educational and vocational training system and (5) Awareness raising and social mobilization.

The project’s second strategic objective is to **develop models of interventions** at the local level targeting boys and girls at risk or engaged in the WFCL for prevention, withdrawal and rehabilitation **that could be replicated in different areas and/or on a larger scale**. This is the direct action component to prevent, withdraw and rehabilitate 14,000 children in WFCL through education and other services. It includes baseline studies, training of implementing agencies, provision of educational services to children, income generation activities for families and local awareness raising.

The evaluation findings are summarized below.

Relevance of Project Design

- The planned project activities are clear and linked to the desired outcome with some exceptions.
- The indicators proposed to measure progress against the objectives are likewise good;
- The project identified its target regions, target sectors and criteria for identifying partners and direct action program beneficiaries clearly.
- The process followed by IPEC to elaborate the project appropriately engaged the GOM in the project design.

Project Implementation

- There were “major delays on the achievement of the project objectives” which after two years, led to a change in project management leadership;
- Since the change of leadership, project implementation has accelerated significantly as demonstrated by a marked increase in the number and rapidity of AP approvals, budget commitments and increases in actual budget expenditures;
- The new CTA has put in place an excellent project management information system (PMIS) that offers a very complete vision of the status of project implementation and is an indicator of the project managements’ will to increase efficiency by endeavoring to track progress closely;
- The impact of early delays on the ability of the project to meet its key targets and objectives are most marked in regards to the duration of project supported services to prevent and withdraw children from child labor; project management projections indicate that it will meet its quantitative targets (numbers of children served) but more than half of direct action program beneficiaries will receive project services for less than one year;
- The average cost of services per child prevented or withdrawn is relatively high (\$129/child) and is indicative of early project approaches that are relatively material input heavy (paying school fees, buying school kits, clothing, equipment for family income generating activities) although some notable exceptions exist.

Progress achieving Planned Outputs and Project Targets

Expanding the Knowledge Base – the project is making steady progress achieving the planned outputs. Notably, the ongoing national child labor survey supported by the project will make an important contribution to expanding the knowledge base on child labor. IPEC cooperation with UNICEF on studies is likewise supplementing project investment in expanding what is known about child labor in specific sectors including CSEC and mining. It is important for the project to strengthen its good practice sharing and information diffusion strategies if the country is to reap the full benefits project investments in studies and surveys; web based diffusion communication strategies should be considered.

Building National Capacity- Significant progress has been made toward meeting the objective outputs but many activities remain to be implemented including an important action plan to reinforce the capacity of the national child labor unit known as the PACTE. Government budgetary resources allocated to its child labor focused institutions is currently inadequate relative to their assigned responsibilities; the integration of child labor into the national poverty alleviation strategy (MAP) is an important step for increased allocations as is project support for donor diversification. Plans to place project staff in the project targeted regions is a good strategy to capitalize on opportunities offered by GOM decentralization policy.

Reinforcing the legal framework- The project’s support for the elaboration and passage of a new law on child labor which describes work forbidden to children is a significant

achievement against this output. However, most of the activities planned under IO3 including training judicial authorities and law enforcement agents have yet to be started. The groundwork for accelerated implementation has been laid by establishing an AP with the Ministry of Justice. Strategies employed in project direct action programs that mobilize local authorities and notables in discouraging child labor practices are complementary to these planned activities. The imposition of official sanctions in combating child labor should be supported more strongly by the project (example children still working in the stone quarry in the capital).

Expanding Education and Vocational Training Opportunities- The project has made little progress implementing planned activities to strengthen the capacity of the education/vocational training/ apprenticeship system to attract and retain children at risk of child labor. While all direct action programs have an educational and vocational training component, the downstream work has not yet been translated into strategic activities at the national level. However, some of the downstream work relative to education is producing potential models for increasing access or retaining children at risk of child labor in school and vocational training programs.

Raising Awareness- The project activities to make the Malagasy public more aware of the negative consequences of child labor have been very strong to date and are likely to achieve the planned outputs of the project. Excellent activities include the production of musical clips with anti child labor messages that associate well know GOM leaders and artists and an initiative that is starting up with the Malagasy football association that features awareness raising in conjunction with youth football tournaments.

Developing Effective Intervention models- At the time of the MTE, there were 12 active APs; of these, 10 were direct action programs implementing activities to withdraw, prevent and rehabilitate child laborers. The project has identified appropriate partners in its intervention zones and the implementing partners identified appropriate children to be targeted for direct action programs.

Most of the direct action programs offer awareness raising, counseling, medical services and academic support services to the children targeted by their programs and support for income generation activities to their families. This comprehensive approach is important for the overall success of the programs.

Project Sustainability- The project is effectively involving relevant government authorities at central level (CNLTE, Ministries) and at local level (Regions) directly in the design, monitoring, implementation of the project's interventions and this is a sound approach to project sustainability. Sustainability of project actions would be improved by:

-creating synergies with GOM, ILO and other donor initiatives that offer viable and long term alternatives to child labor, not only at the policy level, but also at the level of direct action programs. An example includes linking community awareness raising with school building and school feeding activities.

-avoiding stand alone, “turn key” solutions implemented by NGOs and that depend entirely on IPEC funding. The dependence of direct action programs on IPEC funding is dangerous for sustainability.

- foregoing project support for costly approaches that rely on multiple material inputs and are therefore difficult for GOM partners to replicate. Project managers and partners should not only be asking “how many children were reached” but “with what models, and can they be scaled up and replicated?”

-highlighting the cross cutting nature of the fight against child labor and the importance of mainstreaming the issue into the work plans of as many relevant Ministries and partner organizations as possible. The project should avoid compartmentalizing child labor by seeking synergies with broader initiatives for child welfare and protection, education reform and poverty reduction.

1. INTRODUCTION AND PROGRAM SUMMARY

1.1 Scope and Purpose of the Evaluation

Scope

This mid term evaluation examines the achievements to date of the USDOL funded ILO/IPEC project “***Combating the Worst Forms of Child Labor in Madagascar (WFCL) – IPEC’s contribution to the National Plan of Action to Eliminate Child Labor (MAG/04/P50/USA).***” The evaluation looks at issues of initial project design, implementation, lessons learnt, the potential for replication and scaling up of project activities and their prospects for sustainability. It examines the timeliness, relevance, and efficiency of project activities.

The evaluator reviewed project activities including Action Programs from its official start in October 2004 through the present (November 2007) covering approximately 37 months of activity. Following the recent project extension, the project is scheduled to close in June 2009 leaving about 20 additional months for project implementation.

While the evaluation took place well after the midway point in the project, it was well timed to look at new management and strategic orientations, many of which were summarized in the June 2007 project modification, put in place by the second Chief Technical Advisor (CTA) who took up his position in April 2007. The change in project management was mainly a response to delays in project implementation; the mid term evaluation is therefore an opportunity to evaluate whether the project will attain its objectives given the new measures put in place to speed up and re-orient implementation.

Purpose

The mid-term evaluation (MTE) was conducted to serve primarily as a learning tool for the project management team and other primary project stakeholders including the project’s government, civil society, and social partners. The main purpose of the mid-term evaluation is to i) review the ongoing progress and performance of the project (extent to which immediate objectives have been achieved and outputs delivered), ii) to examine the likelihood of the project achieving its objectives and iii) to examine the delivery of the project inputs/activities and iv) an investigation on nature and magnitude of constraints, the factors affecting project implementation and an analysis of factors contributing to the project’s success. It is designed to identify good practices, identify and analyse impediments and propose potential solutions based on consultations with a wide variety of project partners and stakeholders. Information is provided and recommendations made to facilitate reflection and fuel possible revisions in work plans, strategies, objectives, partnership arrangements and resources allocations.

The project under review was designed within the framework of ILO's Time Bound Program (TBP) methodology. The TBP approach has been implemented by ILO/IPEC in numerous countries as a means to promote and support national ownership of efforts to combat child labor and to establish a public policy framework for the time bound elimination of the worst forms of child labor and to progressively eradicate all forms of child labor. The evaluation will also involve a review of the role of the IPEC project in promoting the National Action Plan to Eliminate Child Labor (NAP) as an overall TBP framework in Madagascar and to identify any needed changes in its strategy, structure and mechanisms.

1.2 Evaluation Methodology

The following table summarizes the main issues that were analyzed and evaluated during the MTE and the principle instruments that were employed by the evaluator.

Aspect of the Evaluation	General Description	Instruments to be applied
Validity of Project Design	Qualitative Analysis of consistency/thoroughness of logical framework and project document; links between objectives, strategies, activities, outputs, indicators and means of verification	Review of Project Document Consistency of Project Document and Recent Project Revisions
Relevance of the Strategy	Qualitative analysis of the relevance of the different strategic components of the project in relation to cultural and political variables and the characteristics of the worst forms of child labor in Madagascar	Matrix showing strategic linkages between the NAP and Key Project Strategies; Specific parts of interviews with members of the national counterparts (CNLTE, CRLTE, PACTE, other local authorities), Project Implementing Agencies and Project Beneficiaries Review of existing documents of the WFCL in Madagascar and Institutional Analysis Report on National Structures to Combat Child Labor
Project Implementation	Analysis of the process of implementation and the way the project placed itself in the national institutional context through partnerships and activities	Review of Various Project Documents (project quarterly reports, AP documents and progress reports, project produced studies, etc.) Telephone interview with USDOL Interviews with Project Management and Geneva based Desk Officer Site Visits to Selected Direct Action Programs; Implementing Agency Questionnaire; Beneficiary Focus Groups Interview with relevant US Embassy Madagascar Officials Interview with Interim ILO Regional Director Participant Feedback obtained from Project Stakeholder Workshop
Effectiveness	Degree of achievement of project's development and immediate objectives and review of project outcomes to	Matrix Reviewing Project Outcomes Relative to Indicators in PMP per Immediate Objective

	date	Project Supplied Matrix on Breakdown of Project Beneficiaries by Gender Interviews with Project Management Site Visits to Selected Direct Action Programs; Implementing Agency Interviews; Beneficiary Interviews
Efficiency	Analysis of project management systems; Analysis of Project Spending; Analysis of Cost of Services Per Beneficiary	Project Supplied Matrix Average Time Lapse Project Development/Project Approval Matrix on Budget Expenditures to date (% of total budget spent) Project Supplied Matrix Cost of Services Per Child
Sustainability	Sustainability of outputs and outcomes at the social (ownership), technical (increase of capacities) and financial levels.	Interviews with Project Management, Project Implementing Agencies, National, Regional and Local Government counterparts Review of available Government Documents (Madagascar Action Plan, Ministerial Action Plans, Legislation relative to WFCL, Budget information)

Prior to visiting Madagascar, the evaluator was provided with extensive documentation about the project including the original project document, progress reports, and the project modification document in order to conduct a desk review. She was likewise briefed by USDOL desk officers for Madagascar on their particular interests and concerns as well as by the IPEC Geneva Madagascar desk officer and the ILO/IPEC evaluation department. Once in country, additional documentation was provided by project management staff on the status of action plans, information on project spending, staffing arrangements, studies funded by the project and other materials.

The in-country portion of the evaluation took place from November 4-16, 2007. The evaluator was briefed by project management staff, met with national and regional government counterparts including members of the National Committee for Combating Child Labor (CNLTE), the child labor unit of the Ministry of Labor (PACTE), two regional Committees for Combating Child Labor (Diana and Majunga region CRLTE), and visited numerous direct action programs implemented by NGO counterparts. During site visits to direct action programs, the evaluator interviewed children beneficiaries of programs as well as some of their parents, local authorities and school and education officials. Near the end of the two week field visit, the evaluator led a stakeholder workshop in which 30 persons participated representing the main project partners and stakeholders. The field visit schedule and report on the workshop are available in annexes B and C respectively.

2. OVERVIEW OF PROGRAM

2.1 Summary of National Context

The visual evidence of the pervasiveness of the worst forms of child labor is striking to a first time visitor to Madagascar. Even without having read the reports, analyzed the statistics and spoken to the children and their families in person, the evaluator could not have missed the fact that large numbers of children, often very young children, are active members of the work force and are engaged in various types of arduous labor for their own and their family's economic survival. The images are hard to forget - small children breaking up stones in a quarry in central Antananarivo, exposed to the elements, dust and the noise of machinery all day long, pretty adolescent girls accompanying aging men, likely sex tourists, in the Northern town of Diego, children hauling bricks and other heavy loads along the narrow roads of the capital; they are the context in which the project under review is being implemented. The images give life to statistics that otherwise may have an anonymous and unreal quality about them – an estimated 1,377,800 children out of a total child population of 4,204,000 between the ages of 7 and 17 in Madagascar are economically active on a full or part-time basis.

As evident as the problem is the commitment of numerous individuals, organizations and public institutions to combat child labor in Madagascar. Combating child labor is part of public policy in Madagascar; it is inscribed at a priority issue in the national development plan. From the President of the Republic, who in a recent conference² on woman and child welfare communicated “too many of our children are working when their place should be in school” to the mayor of a small rural commune an hour from the capital, “I plan to include a budget line item to combat child labor in my communal development plan³,” there is government recognition of the problem and a willingness to do something.

A short history of how child labor became a public policy issue is summarized below:

- In 1997, Madagascar initiated an analysis of the prevalence and characteristics of child labor in the country through the realization of a number of studies.
- In 1998, with support from ILO/IPEC, the government, civil society representatives, labor unions and employers associations contributed to the first national action plan to combat child labor. A multi sector National Steering Committee to pilot the plan was put into place led by the Ministry of Labor.
- Madagascar ratified the UN Convention on Children's Rights.
- In 2000, Madagascar ratified **ILO Convention 138**, fixing the minimum age for admission to employment at 15 in 1998.

² As reported by Silvana Rodriguez, US Embassy, November 8, 2007.

³ Interview by the evaluator with the mayor of Talata Volonondry on, November 13, 2007.

- From 1998 to the present, ILO/IPEC, the government and national NGOs implement pilot programs to test possible approaches for eliminating the WFCL.
- Madagascar ratified **ILO Convention 182** in 2001 regarding the WFCL.
- In 2002, a multi sector working group was established to provide more focussed technical support for the fight against child labor (Groupe de Travail Interdisciplinaire de Coordination or GTIC).
- In early 2004, the Ministry of Labor created a special division for the Prevention, Abolition and Control of Child Labor (PACTE) to address child labor issues directly and concretely.
- In 2004, following a series of workshops and meetings, a 15 year National Action Plan to eliminate the WFCL was validated by the GTIC.
- In 2004, the National Committee to Combat Child Labor (CNLTE) is created by government decree and charged with overseeing the implementation of the NAP.

The National Action Plan to Eliminate the WFCL

The validation of the National Action Plan (NAP) (2004-2019) is the starting point for the project under review. The NAP identified four categories of worst forms of child labor requiring immediate intervention:

- A. Commercial sexual exploitation of children (CSEC) and related activities
- B. Domestic work
- C. Stone quarry work and precious and semi-precious stones mining
- D. Children in hazardous and unhealthy labor in the rural and urban informal sector

The NAP proposes to deal with these WFCL requiring immediate intervention through five main strategies consisting of:

- Development and capacity building of the institutional apparatus for the fight against child labor with priority to its worst forms
- Improvement of the legal and judicial framework
- Improvement of the living conditions and income of families at risk of placing children in WFCL
- Improvement, reinforcement, and promotion of children's access to quality education
- Reinforcement and improvement of awareness raising and social mobilisation regarding child labor with priority to WFCL

The Madagascar Action Plan

The implementation of the NAP cannot be separated from the efforts engaged by the Government of Madagascar to reduce poverty. The extreme economic vulnerability of a large proportion of the population contributes strongly to the persistence of the WFCL across the country. Indicative of the challenging social and economic environment is a malnutrition rate close to 49%. Parents, local authorities, and school officials

interviewed by the evaluator likewise blamed poverty as the leading cause of child labor on the island.

The Madagascar Action Plan (2007-2012) is the current reference document guiding national strategies to reduce poverty by 50% by 2012. The vision presented in the Plan is the creation of an internationally competitive national economy by realizing sustainable and high economic growth in order to contribute to poverty reduction and improvement of the life of the Malagasy people. The MAP has eight priorities, each of which presents the current status, goals, strategies, implementation plans, government ministries/agencies responsible for implementation of development programs, and numerical targets.

The eight priorities in MAP are:

(1) Responsible Governance, (2) Connected Infrastructure, (3) Educational Transformation, (4) Rural Development and a Green Revolution, (5) Health, Family Planning, and the Fight against HIV/AIDS, (6) High Growth Economy, (7) Cherish the Environment, and (8) National Solidarity

Combating child labor is mentioned expressly under priority number 8 in challenge 4 “Improving support for the very poor and vulnerable populations - Ensure the legal protection of vulnerable groups especially of women and children (fight against human slavery and trafficking, fight against child labor).

The MAP is the broad development policy framework in which the NAP to eliminate child labor is being implemented. It replaces the Poverty Reduction Strategy Paper (PRSP) highlighted in the original project document. At the time of the evaluation (November 2007), the country was in a crucial stage in the implementation process of the MAP with extensive, ongoing policy meetings conducted between the President and national and regional leaders known as the “Dialogue Présidentiel. Among the conclusions of the meeting on Engagement No. 8 of the MAP on National Solidarity is the recommendation that relevant actors in Malagasy Society make all necessary effort to reduce child labor which is seen as an obstacle to the development of the country. IPEC and IPEC partners played an advocacy role for the inclusion of this recommendation in the strategy document.

Political Developments

Presidential elections were held in Madagascar on December 3, 2006. President Marc Ravalomanana, in office since he prevailed in a dispute over election results in 2002, ran for re-election. On December 9, Ravalomanana was declared winner with about 55 percent of the vote. The elections passed peacefully as did the transition to the new government.

The Presidential Elections were followed closely by a Constitutional Referendum in 2007 proposing the following:

- expansion of presidential powers in cases of emergency
- abolition of the six autonomous provinces in favor of 22 smaller areas (*faritra* or regions),
- adoption of English as an official language (in addition to the two existing official languages, French and Malagasy)

The referendum passed with 75% of the participating voters voting “yes.”

The creation of 22 regions is a change that is intended to facilitate regional development and decentralization. The 22 regions are further cut into smaller units – communes, districts and *Fokontany*.

As will be noted in later sections of this report, decentralization and the current process of establishing an operational framework for implementing the MAP represent new developments in the country and an opportunity for the USDOL funded IPEC project to support the integration of child labor concerns in sector specific, regional and communal development plans.

Institutional Framework for Combating Child Labor

CNLTE AND CRLTE

As highlighted above, the validation of the NAP was followed closely by the creation by Government decree (2004-985) of a National Committee for Combating Child Labor (known as the CNLTE – Comité National de Lutte contre le Travail d’Enfant) under the supervision of the Ministry of Labor. The Committee is comprised of representatives from the Ministries of Education, Justice, Population, Energy and Mines, Agriculture, and Public Security, and representatives of Trade Unions, Employers’ Associations and NGOs. The Federation of Malagasy Football also participates on the committee following its commitment to integrate child labor into its social responsibility programs.

The CNLTE’s mandate includes:

- the implementation and monitoring of the NAP,
- to give its opinion on legal texts to combat child labor
- to support the design, validation and monitoring of direct action programs to combat the WFCL implemented by civil society organizations and NGOs and assure their conformity with the NAP,
- to approve activity programs, activity reports and annual financial reports [of ILO/IPEC]

Following regional workshops organized by ILO/IPEC in 2005, the CNLTE decided to establish regional committees. Known as CRLTE (Comité Regional de Lutte Contre le Travail d’Enfant), they also gather representatives of multiple public and civil society organizations to coordinate efforts to combat child labor. To date, 4 regional committees are operational (Diana, Majunga, Tulear, and Toamasina), out of a total 5 that are planned

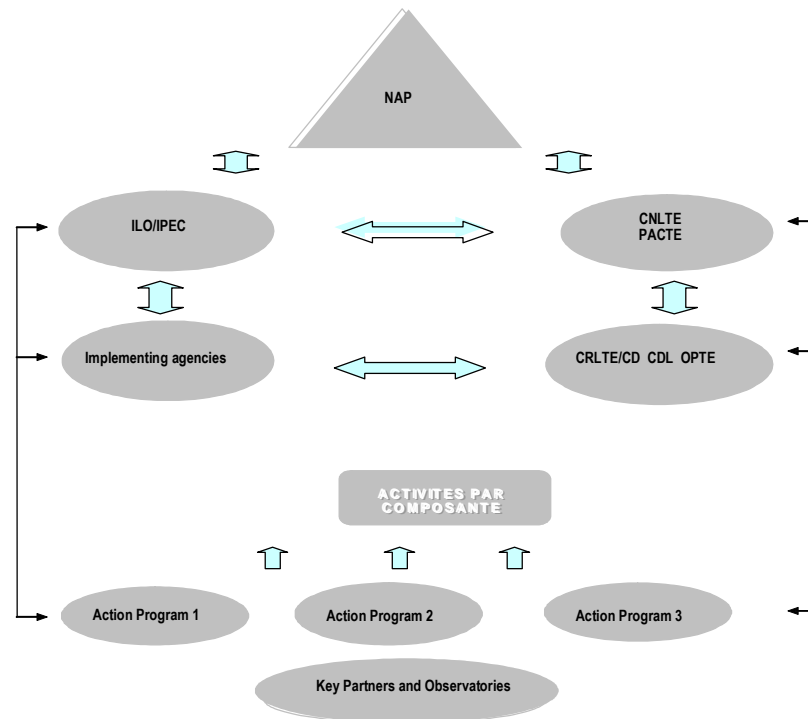
PACTE AND ORTE

The PACTE (Prevention, Abolition and Control of Child Labor) is the permanent, operational unit within the Ministry of Labor which is charged with supplying support to the CNLTE. It currently is comprised of 6 staff members. The PACTE is likewise responsible for collecting information about child labor and initiatives to combat it in Madagascar, information that they plan to organize in a data base for monitoring the evolution of child labor in the country. Other specific missions of the PACTE are (i) the implementation of national and regional awareness raising campaigns, (ii) networking with social partners to promote the withdrawal and reinsertion of victims of child labor, (iv) the management of existing training centers run by the Ministry of Labor for victims of the WFCL in Antananarivo and Toamasina, (v) field monitoring of direct action programs (vi) participating in the revision of legal texts on child labor and children's rights (vii) collaborating with national and international partners active on child labor issues in Madagascar.

Future activities for the PACTE as outlined in their annual work plan include: (i) creation of CRLTE, (ii) creation of Regional Observatories on Child Labor (known as ORTE) (iii) the integration of a child labor component in regional and communal development plans, (iv) lobbying different Ministerial departments for the integration of a component to combat child labor in their sector development programs.

In the same way that the CRLTE are regional extensions of the national committee, the ORTE are designed to be regional extensions of the PACTE, i.e. permanent operational units within the Ministry of Labor charged with the promotion and coordination of child labor activities at the regional level. The PACTE currently is planning to create ORTE in 4 regions (Toamasina, Antananarivo, Toliara and Antsiranana). At the time of the evaluation, no ORTE were operational but the process has been initiated. The following diagram, taken from a study on the institutional framework for combating child labor in Madagascar commissioned by ILO/IPEC, summarizes the institutional framework for the implementation of the NAP.

Institutional Framework for the Implementation of the NAP in Madagascar



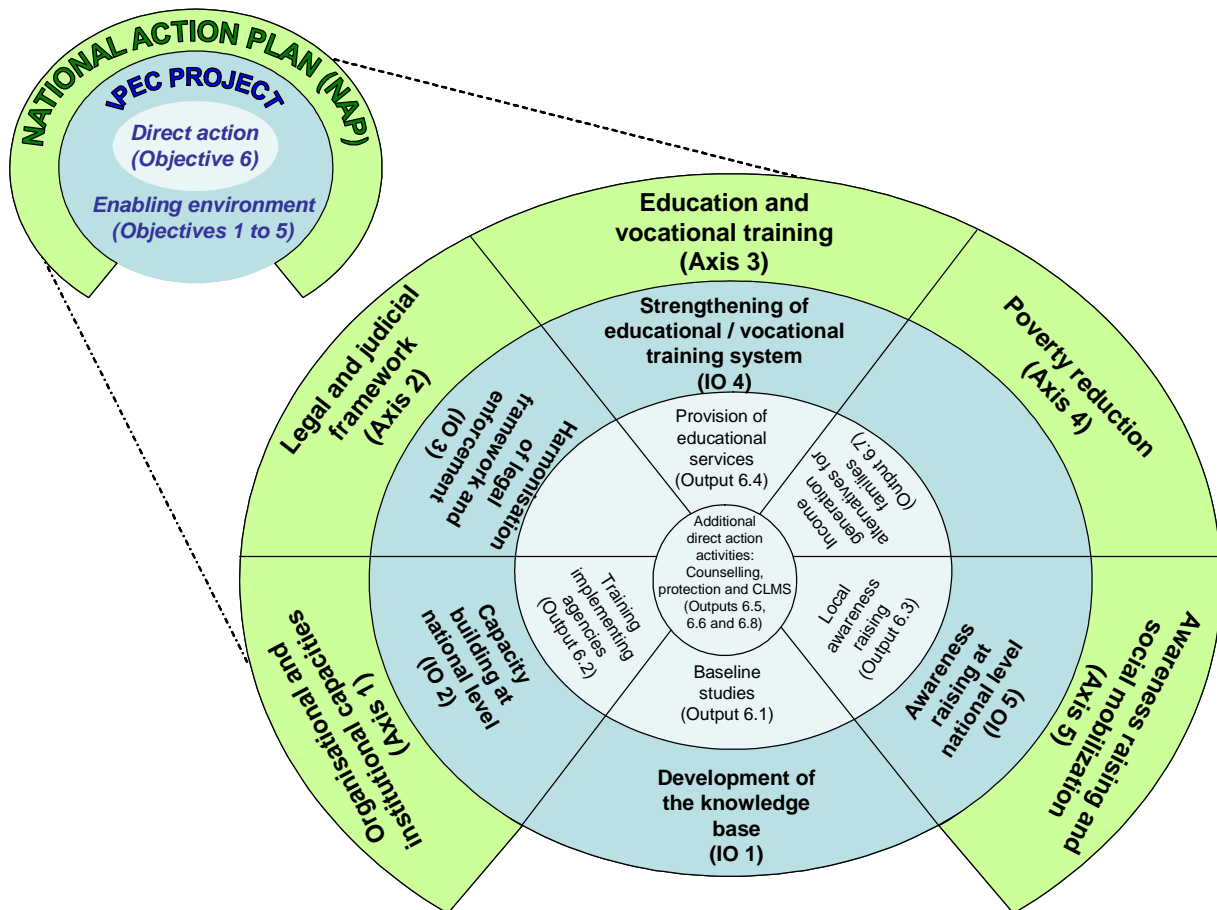
2.2 Summary Project Description

The USDOL-funded IPEC project to support the NAP is being implemented in cooperation with the Government of Madagascar and representatives of ILO/IPECs tripartite partners, civil society and other development partners (UNICEF, FAO, etc). The project aims to work at two levels to ensure that the Time Bound Program for Madagascar as outlined in the NAP can meet its objectives. The first strategic objective consists of **offering support to improve the enabling environment for national action against the WFCL in Madagascar**. There are five components under this strategic objective: (1) Development of the Knowledge Base, (2) Capacity Building at the National Level, (3) Harmonization of the legal framework and Enforcement, (4) Strengthening of the educational and vocational training system and (5) Awareness raising and social mobilization.

The project's second strategic objective is to **develop of models of interventions** at the local level targeting boys and girls at risk or engaged in the WFCL for prevention, withdrawal and rehabilitation **that could be replicated in different areas and/or on a larger scale**. This is the direct action component to prevent, withdraw and rehabilitate 14,000 children in WFCL through education and other services. It includes baseline studies, training of implementing agencies, provision of educational services to children, income generation activities for families and local awareness raising.

2.3 Relevance of Project Design

The USDOL funded IPEC project was designed to provide vital impetus for the effective launch of the National Action Plan. It was conceived to provide support to all the major strategies identified in the NAP for Madagascar. The following diagram illustrates the intersection of NAP strategic axes and the IPEC project's immediate objectives.



The diagram illustrates that in regards to making strategic linkages between the NAP and the USDOL funded project to support the NAP, the project is comprehensive.

The ILO/IPEC TBP methodology focuses on key areas that, according to IPEC's experience in Madagascar and multiple other countries, are critical to progressively eliminating child labor according:

- improvements in the judicial standards and enforcement; (IO2 and IO3)
- increasing the capacity of key actors to design and manage initiatives to combat child labor (IO2 and IO6)

- raising awareness and mobilizing public opinion to create networks of individuals and organizations advocating for change; (IO5 and IO6)
- creating and using increased knowledge about the problem strategically (to influence public opinion and public policy, to design interventions) (IO1, IO5, IO6)
- linking the process of combating child labor with wider policy initiatives in Madagascar: poverty elimination strategies, judicial reform, and education and vocational training reform in order to leverage resources and obtain results (IO2, IO4)
- experimenting viable alternatives to child labor in local communities and in particular solutions that offer education and transitional education as part of a process of developing model interventions and approaches (IO6 and IO4)
- establishing community based child labor monitoring systems that enable community members to identify child laborers and children in risk and provide a framework for the referral of target children to appropriate services. Linking these community based systems to national monitoring systems. (IO2 and IO6)

The project identified its target regions, target sectors and criteria for identifying partners and direct action program beneficiaries clearly. The geographic focus has been modified following the 2007 referendum and reorientations put in place by the new CTA.⁴

The project document mentions 4 cities and 3 localities:

Cities: Diego, Majunga, Toliara and Toamasina

Localities: Fianarantsoa, Diego, Amboasary Sud (province of Toliara).

The project is now intervening at regional level (no longer in provinces because they no longer exist following the 2007 referendum). The project is no longer specifically targeting cities but cities and areas surrounding the cities.

The regions targeted by the project now are:

Diana (Diego, Ambilobe, Ambanja, Nosy Be)

Boeny (Majunga)

Atsinanana (Toamasina)

Menabe (Morondava)

Atsimo Andrefana (Toliara)

Anosy (Fort Dauphin)

Ihorombe (Ilakaka, Sakaraha)

The project is not intervening in Fianarantsoa with direct action programs, but organized the national 2007 World Day Against Child Labor celebration in the city.

⁴ Please see analysis on the process used to select partners and beneficiaries on page 35.

In general the planned project activities are clear and linked to the desired outcome although some exceptions will be cited later in this report. The indicators proposed to measure progress against the objectives are likewise good; the modifications to indicators proposed in the 2007 project modification (new indicators added, at least one eliminated) make sense to the evaluator.

Relevance of TBP Concept

According to ILO/IPEC's experience, one of the most critical factors for succeeding with a TBP strategy is national ownership of the strategy. ILO/IPEC admits that countries that have adopted a TBP approach are exclusively countries that have been supported by ILO/IPEC to do so. There is tension between the TBP as an approach conceived by the donor and the necessity of national (regional and local) ownership.

The process followed by IPEC Madagascar to reinforce national ownership preceding the design of the NAP and the TBP support project include:

- Technical support was offered to the Government of Madagascar and other national actors to recognize and begin addressing child labor over several years before proposing a TBP. The issue of combating child labor had time to put down national roots and was proposed because the conditions were favorable (ie national commitment for eliminating the WFCL was strong).
- Significant prior assistance by ILO/IPEC focused on creating an institutional framework within the country. Within the ILO/IPEC francophone countries, Madagascar national structures to combat child labor are considered a model of national ownership.
- When the TBP concept was introduced, participatory processes were used to invest national institutions in program design and validation (the SPIF process in national and regional workshops).

In addition, ILO/IPEC seems to have successfully capitalized on the intelligence and good will of certain key actors in the process; for example the former Director of Labor (now Secretary General) within the Ministry of Labor was strongly engaged in the TBP process and his leadership was critical in the process of designing the NAP.

Emphasis on the strengthening the “enabling environment”

All TBP support projects, including the project under review in Madagascar, have a strong strategic focus on influencing the policy environment to support the elimination of child labor. The project document establishes specific actions designed to integrate child labor concerns into ongoing processes for judicial reform, law enforcement improvements, and expansion and improvement of education, vocational training and social services. It targets integration of child labor concerns into the Poverty Reduction Strategy Paper (PRSP), the overall road map guiding national development efforts as a means to insure the mainstreaming of child labor concerns into multiple sector initiatives and to leverage public resources.

The positive results of embedding Child Labor concerns in public policy – for example the explicit mention of child labor in the MAP (the document that replaced the PRSP) – are evident in the legitimacy that the child labor cause holds in the eyes of authorities at many levels of government. For example, the chief of a rural district in the North (Ambilobe, Diana) was able to recite the exact reference in the MAP to fighting child labor and this likely influenced his proposal to create a district committee to coordinate actions to combat child labor.⁵

During the evaluation, the President of Madagascar was holding policy dialogues with national and regional authorities about the MAP; the dialogue, in parallel with ongoing decentralization, appears to be an effective strategy for empowering and holding regional authorities responsible for translating the MAP into regional and local initiatives. According to the IPEC CTA, he and the Secretary General of the Ministry of Labor were able to talk about the national strategy to combat child labor during the dialogue on commitment 8 “National Solidarity.”

3. PROJECT IMPLEMENTATION TO DATE

3.1 Project Management

ILO/IPEC acknowledged that there have been “major delays on the achievement of the project objectives” when it requested a six month extension of the program in June 2007. It likewise stated that the main reason for the delay was the “weak management capacity of the previous Chief Technical Advisor (CTA).” The original CTA’s contract was not renewed two years into the project; he was replaced by an interim manager in January 2007, a Malagasy consultant. The new CTA took up his duties in April 2007. The evaluation did not delve deeply into responsibility for the slow initial progress but did look at what the management issues were, what, if any, impact they were having on current implementation and what are the lessons learned.

Following project approval in late 2004 and the establishment of the management team in Tana, the project proceeded to organize one national workshop and five regional workshops in the Spring of 2005; these were designed to develop national and regional project action plans. The national and regional workshops were successful in mobilizing public authorities and implementing partners, mainly NGOs. Many of the current direct action program implementing partners were identified during these 2005 workshops.

⁵ Refers to exchanges that occurred during a meeting with district chief during the evaluation visit to Ambilobe.

Initially, project management proposed to develop a single action program⁶ per region that would regroup all regional initiatives and one national action program which would regroup all national initiatives. It proceeded with this strategy until it was rejected by ILO/IPEC headquarters because of internal regulations about the size and scope of action programs (AP). The project management then broke the regional AP into many small APs which likewise did not meet IPEC Geneva approval. According to the Geneva desk officer, the proposed APs did not meet technical standards⁷ and subsequent revisions did not take into consideration comments provided to improve their standard. According to current project management staff, the previous CTA was not engaged in reviewing the project documents and left this entirely to less senior project staff.

As a result of the above, by the end of 2006, only three mini programs⁸ had been approved and implemented. In October 2006, a national program manager from IPEC Morocco was dispatched to Tana to provide assistance to the program's project officers to finalize the APs and explain the reasons why previous proposals did not meet IPEC standards to national partners. By the end of the 2006 the decision was taken to change the CTA; he was rapidly replaced by an interim manager in February 2007. The long delays left the regional partners frustrated and at the national level, the rejection of projects, which had been officially "approved" in the CNLTE, produced confusion about their role and the sources of the problem. The former Director of Labor and chairman of the CNLTE said "the CTA was supposed to be there to advise us but failed in this job."

In order to learn from the experience, the relevant questions for ILO/IPEC to examine are:

Why did it take 2 years to identify that there was a serious problem and take firm action? It is not very unusual in large donor funded projects for project leadership to be changed but given the serious delays in project delivery, it seems like red flags should have been raised earlier. According to IPEC/HQ, from mid 2006 the CTA received several phone calls /emails/ memos regarding the slow implementation of the activities, poor quality of the submitted APs and the project low delivery rate, requesting better performance. The Area Office Director, the IPEC HQ Management and Desk Officer were closely following up about the CTA's performance and took the decision to not renew his contract when it was obvious that no progress was being made and that the project's success was compromised.

How to avoid time consuming mistakes in the AP development process? IPEC Madagascar project management clearly did not have adequate knowledge of ILO/IPEC standards and procedures for direct action program design. The Interim ILO regional

⁶ ILO/IPEC allocates money for project activities through sub projects or action programs (AP). The process for approving an AP can vary but always required technical review in Geneva and validation by a National Child Labor Steering Committee when it exists.

⁷ One example of a poor project conception that was cited to the evaluator by the Morocco program officers sent to assist IPEC Madagascar was a \$500,000 AP that was to be managed by a local implementing partner with no previous experience managing such a large project.

⁸ A mini program is an AP with a budget of \$5000 or less.

office director said the problem was partially explained by the fact that the CTA was recruited from outside the ILO and was not familiar with its procedures (which he admitted are complicated). Sending in an experienced manager from another country program to orient project officers in late 2006 made a significant difference judging by the quality of current action programs and the relative speed by which they were subsequently approved by IPEC/Geneva in early 2007.

How to clarify the role of the CNLTE relative to ILO/IPECs action program approval process? The rejection by ILO/IPEC of proposals that were approved by the CNLTE in Madagascar may be a learning opportunity for both the CNLTE and ILO/IPEC. The experience should be used to help the CNLTE understand their mission and mandate, their authority and how they relate to donor organizations. It should also point to a need for additional support from ILO/IPEC regarding project design issues. In practical terms, the action program approval process has been modified in Madagascar. The current CTA has authority to give technical approval to action programs; IPEC Geneva has 15 days to comment and then a project is forwarded to the CNLTE for validation and then to the ILO regional office for contract and financial review.

During the evaluator's mission in Madagascar, frustration was expressed by several partners for the delays and the confusion; however, cooperation between the project management team and its government and social counterparts remains strong based on recent project outputs and direct observation.

During the meeting with the PACTE, the unit manager expressed the desire for better communication and closer collaboration with IPEC Madagascar. The PACTE felt that they did not have current knowledge of progress on direct action activities in the regions. The CTA explained that they have free access to visit IPEC direct action programs at any time. Part of the issue appears to be budget related; according the unit manager, their travel budget is inadequate for frequent field visits. The project occasionally pays for PACTE travel but for sustainability reasons, it refrains from paying for all child labor related missions. However, the MTE field visits to direct action programs were probably a good opportunity to involve PACTE and/or CNLTE members; unfortunately this was not done. *PACTE and CNLTE should be involved as part of the final evaluation team.*

The early project management issues likely have contributed to a relatively high degree of staff turnover⁹ but according to the current CTA, salary levels linked to UN standards in the country relative to other international organization standards also have contributed significantly. The latter problem is currently being addressed through step increases¹⁰. Based on observation, there was a sense of cohesiveness among the project team whose members seemed to be forward-looking, competent and engaged. The addition of junior project officers for planned regional antennae is a good personnel and project

⁹ Since the project started, 5 staff persons have left IPEC Madagascar. One of the most recent resignations came in early November from the national program manager, a long term IPEC senior manager who had recently been moved off the USDOL funded project to manage the French funded activities.

¹⁰ The step increases have been formally approved and implemented since the mid term evaluation.

management strategy – it will free up current project officers and the CTA to work more intensively on national initiatives and will increase project responsiveness and communication with regional partners. It will be crucial, however, to maintain strong communication with field personnel and to make sure that they (and their “national” colleagues) have a clear understanding of the linkages between regional work and work at the national level.

Project Effectiveness

The most obvious impact of early delays is on the ability of the project to meet its key targets and objectives. This will be analyzed in detail in section 3.2.

Project efficiency

The new CTA has put in place an excellent project management information system (PMIS) that is accessible to all staff and offers a very complete vision of the status of project implementation. It contains basic information including the contact information of implementing agencies (IA), the overall project budget, key project indicators, and links to AP documents and reports. In addition, it allows the management team to track:

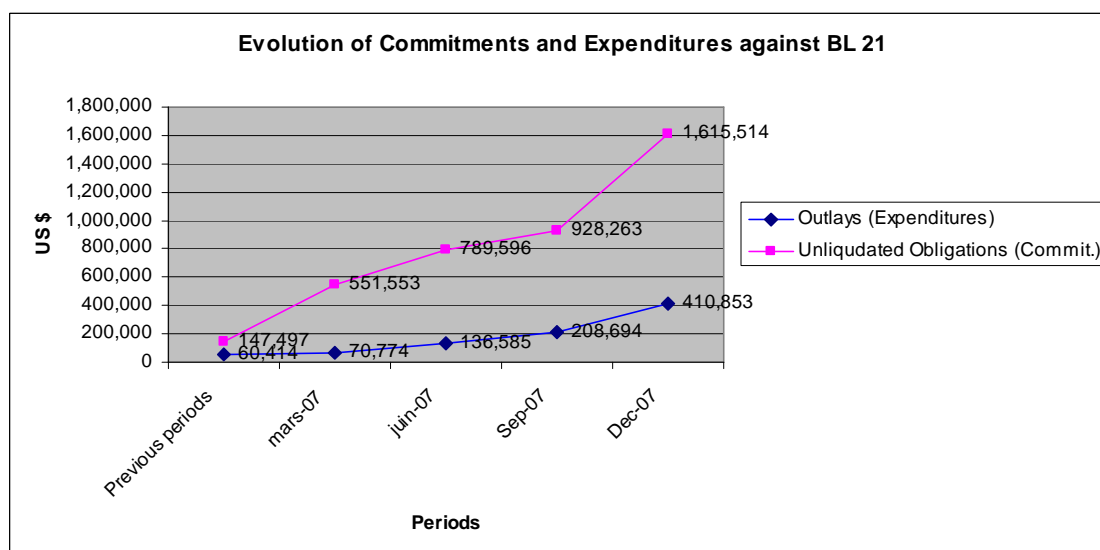
- progress on AP approvals at various levels
- budget allocations and disbursements to implementing agencies.
- Status of reporting by IAs
- Status of numbers of children prevented and withdrawn including projections for future project reporting periods
- Monitoring visits by IPEC project staff

Assuming it is kept up to date (it was at the time of the evaluation), the PMIS is a management good practice for increasing efficiency by centralizing information in a database and making it easily accessible to those that need it.

Status of budget expenditures for action programs

The table below shows the evolution of project commitments and expenditures budget for line 21 (BL21)¹¹ and in particular demonstrates a marked acceleration in the allocation of resources. The allocation of resources is an indicator of the increased efficiency in the project’s action program approval process. Actual expenditures are also increasing but at a more modest pace and reflects that action plans are executed over many months. Slow spending by executing agencies may also reflect that their absorptive capacity is low and so this indicator should continue to be tracked closely. The project management has good tools already in place for tracking executing agencies expenditures.

¹¹ Budget line 21 (BL21) covers project expenditures for action programs, studies and consultations. Spending of BL21 is a measure of project efficiency because aside from workshops, funding for all project activities comes from this line item.



AP Approval Process and Status

At the time of the evaluation, the project had formally approved and funded 12 AP and 6 mini programs in partnership with public and civil society implementing agencies. With the exception of 3 mini programs, all these have been approved since March 2007.

According to the project PMIS, the average number of days from the time an AP is submitted to the CTA for technical approval until the time it is signed by the implementing partner is 255 days! Project management broke this figure into stages to identify the bottlenecks:

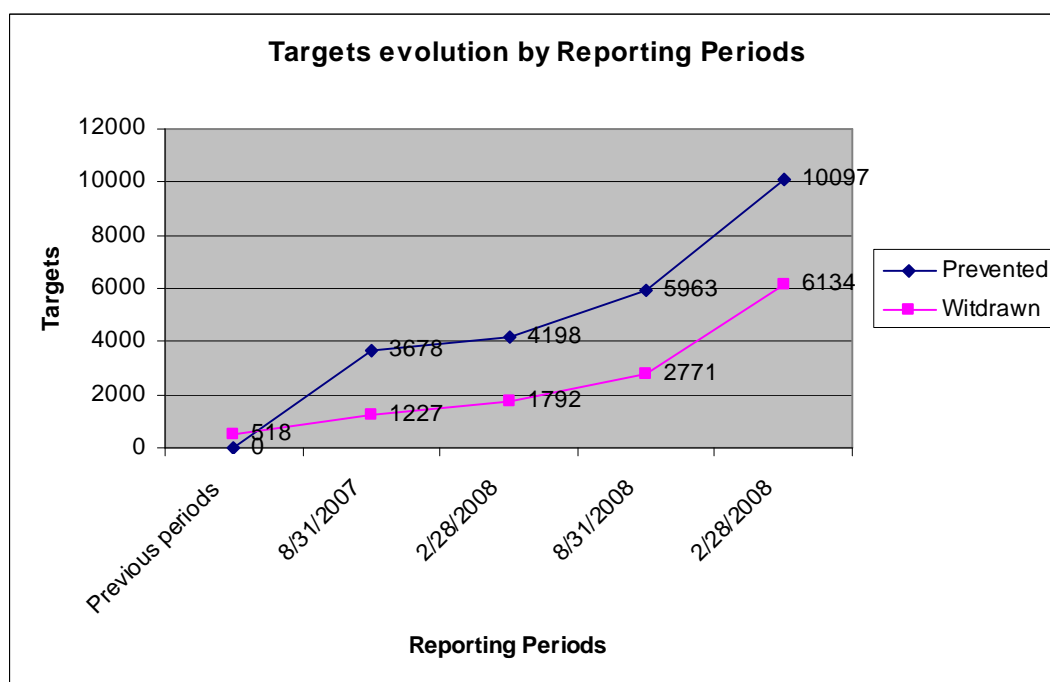
Project officer → CTA technical approval	107 days
CTA technical approval → Geneva OK	55 days
Geneva OK → CNLTE OK	18 days
CNLTE OK → Procurement OK	34 days
Procurement OK → Accounting Office OK	37 days
Accounting office OK → IA Signature	5 days

This analysis covers the process since the project started and reflects the management problems described earlier in this report. Since March 2007, the approval process has accelerated rapidly. Bottlenecks remain once the approved project is handed over to the ILO regional office for contracts' and finance approval.

At the time of the MTE, project management was concentrating the majority of its efforts on finalizing the remaining direct action programs and getting them approved and funded. It has succeeded in grouping several counterpart programs under one regional implementing partner so that the APs currently in the pipeline are larger and the process of getting the multiple programs activated more efficient.

Status and Projections relative to targets for children prevented and withdrawn

The project delays are reflected in its progress attaining targets for the number of children prevented and withdrawn from exploitive child labor. In March 2007 there were only 500 children withdrawn from child labor out of 5,000 targeted and 0 out of 10,000 targeted for prevention as a result of project efforts. The table below summarizes current and projected numbers of children prevented and withdrawn and shows a marked acceleration in meeting targets. If implementation goes according to plan, the project will surpass its targets by project end. Most of the projected action programs are in a relatively advanced state of development which gives credence to project management's projections.



Gender

Relative to the children prevented and withdrawn from exploitive child labor through project services, at the end of the last reporting period, the number of boy and girl beneficiaries is roughly equal, although boys have a slight advantage. In the AP documents reviewed by the evaluator, boys and girls are targeted in roughly equal numbers.

Project Beneficiary Gender Distribution to date

	Prevented	Withdrawn
Boys	1881	679
Girls	1797	596

Duration of project services to children prevented and withdrawn

The longer a child is monitored and supported to remain in school, the more likely it is that he/she will be permanently withdrawn and prevented from child labor. Less than half of the children served by the project will receive services for more than one school year. The majority of children will be enrolled in educational programs and monitored for less than one year. The duration of project services is only one indicator of quality and sustainability but it is important. There is little that can be done at this stage of project implementation to extend duration of services unless the project end date is extended. According to project management, when it requested a project extension from USDOL in 2007, it requested a longer extension (an additional 3 months) than was eventually granted. A longer extension was not possible due to constraints relative to the maximum duration of a US Government funded projects.

Cost per Child Prevented and Withdrawn

Project management calculated the average cost per direct beneficiary as \$129. The calculation is based summing direct action program budgets, projected and ongoing, and dividing the sum by the total number of children served. \$129 per child is fairly high and is indicative that in many direct action programs, the approaches being used are relatively material input heavy (paying school fees, buying school kits, clothing, equipment for family income generating activities). There are exceptions: in one prevention program (Interaide), which offers only academic and psycho-social counseling to poor children, the cost per child is \$5. The Interaide program not only does not pay beneficiary school costs, it asks families for a symbolic contribution toward the tutoring program costs.

The cost per child could be lowered if direct action programs leveraged contributions from other programs, whether public or other donor, more effectively. For example, it was planned in the project document that IPEC Madagascar work in sync with existing school building programs, school feeding programs, and birth certificate campaigns in its targeted regions. The need to get direct action programs operational rapidly following the initial delays in project implementation probably made leveraging arrangements difficult to put in place. According to project management, all newly approved AP are conceived in a cost-sharing manner and the local contribution is not irrelevant.

3.2 Progress achieving Planned Outputs and Project Targets

3.2.1 Expanding the Knowledge Base

Planned Outputs	Key Accomplishments
1.1 National data on child labor available	+ With funding and technical assistance provided to the National Institute for Statistics through the USDOL funded project, the first comprehensive national survey on child labor is now underway in Madagascar. Preliminary report is to be delivered in March 2008.
1.2 Quantitative and qualitative studies carried out on child labor in hazardous and unhealthy work in the urban and rural informal sector	+ The 2 regional studies on WFCL completed (CSEC and Mining Sector) offer quantitative and qualitative data on WFCL in selected regions; collaboration with UNICEF will result in additional information on children's work in these sectors (CSEC and Mining). + Needs assessments and baseline surveys conducted by direct action program implementing agencies provides detailed information about the children employed in WFCL in specific, local communities
1.3 Good practices and model interventions documented and available	+ Study on the institutional framework for combating child labor in Madagascar commissioned and shared during 2007 seminar on good practices for Child Labor Units in Francophone Africa.

Findings

The project is making steady progress achieving the planned outputs for IO1.

IPEC Madagascar is supporting the first national child labor survey in partnership with the National Statistics Office (INSTAT) (*output 1.1*). The survey, the first comprehensive child labor specific study in Madagascar, will provide a clear picture of the overall magnitude of the problem as well as regional variations. Current estimations of the number of children engaged in child labor are obtained through the extrapolation of data from a variety of sources. The survey will also provide additional information about the prevalence of certain forms of child labor and, as a result of collaboration with UNICEF, will include information about some forms of child trafficking.

ILO/IPEC and its government counterparts plan to diffuse the survey results widely in order to inform and mobilize public decision makers, civil society and the general public to support initiatives for addressing the problem. Clearly, the release of data is an important media and communications event and should be capitalized on in the project's communication strategy.

The planned in-depth studies on WFCL using a combination of qualitative and quantitative methods (*output 1.2*) were partially completed (2 out of 3) at the time of the

evaluation (see accomplishments table). The third study, planned to examine child labor in the informal sector is yet to be completed. Project management says it will be commissioned subject to confirmation from the PACTE that the study is still needed. In addition, the MOU signed with UNICEF (see annex D) will result in additional studies dealing with child labor funded solely or jointly by UNICEF. For example, there is an on-going study on CSEC being conducted by UNICEF. IPEC provided input for the terms of reference and will contribute to revising the final report. The results will be used to identify CSEC victims to be targeted in the planned project funded direct action programs in Nosy Be and Fort Dauphin. Similarly, UNICEF asked IPEC to comment on another planned study on child welfare and exploitation in the mining sector.

IPEC Madagascar has completed two activities that may be considered as sharing good practices (*output 1.3*): the creation of a communications manual and the Institutional Framework study. The project document was not very specific regarding what processes would be used to *identify* good practices although the evaluator notes that in direct action program monitoring reports, implementing agencies are being encouraged to document their success stories.

As part of its good practices *dissemination* strategy, the project plans to create an ILO/IPEC Madagascar website and (under IO2) a NAP website; neither has been produced to date although an information systems specialist has been recruited part time on the project team (he started in November 2007) and has been given the websites as part of his mission. The project also planned to produce a newsletter and good practice brochures (not yet accomplished). There is sufficient time left in the project to do all implement these activities effectively and the scope of work of the communications specialist already engaged by the project as a consultant covers some of these tasks.

Recommendations

The INSTAT manager of the national child labor survey stated he hoped to be able to conduct a follow-on national child labor survey in a few years. Because it is not known at this time if a follow-on study will be possible, it is recommended that the project also follow through on planned efforts to integrate child labor related survey questions in standard household and labor surveys that are implemented more frequently and in the national census survey tool.

Quality data analysis will be essential for making the national child labor survey speak to decision makers and other concerned actors. If possible, the project should consider seeking assistance from the “Understanding Children’s Work (UCW)” project, an inter-agency research project managed jointly by the ILO, UNICEF and the World Bank, to develop a UCW country report based on the survey results. According to the UCW website, “the Country Reports serve two important objectives. First, they help provide a common analytical understanding of child work, which can be used to inform and increase the coherency of the agencies’ efforts against child labor at the local level. Second, through close involvement of local counterparts in its development, the reports contribute to building national capacity in collecting and analyzing child work data.”

The planned websites offer an opportunity to use technology to implement a web communication strategy. The Internet may provide a platform for sharing information including the child labor studies, the results of the national survey and identified good practices. Wider availability of information and communication tools will enhance IPEC support for advocacy and awareness raising activities and strengthen networks of people engaged in combating child labor. Tools that may be used effectively for these purposes include: an e newsletter, a database of organizations active in child welfare activities, a database of social services for vulnerable children, literacy and vocational training services, a series of success stories and good practices papers, downloadable manuals and guides, downloadable short audio video clips for awareness raising activities and online discussion forums. All these tools can be hosted and easily updated using one of many open source content management systems available for developing dynamic websites. Once the platform is in place, the key to succeeding a web based communications strategy is a good communications manager rather than an information systems manager.

Whether or not it invests in a web based communication strategy, ILO/IPEC should improve its better strategy for documenting (in easily digestible formats) and diffusing information about its activities, its partners, its studies and the survey. Research, awareness raising, advocacy and direct action should converge or excellent data collection activities will have a very limited impact.

3.2.2 Building National Capacity

2. National capacity to combat the Worst Forms of Child Labour has been enhanced	
Planned Outputs	Key Accomplishments
2.1. National structures for managing and implementing activities against child labor are established, strengthened and operational	<ul style="list-style-type: none"> + National and Regional Workshops (Spring 2005 and in July-October 2007) result in regional plans and activities to combat WFCL (Diana, Menabe, Atsimo Andrefana, Ihorombe, Anosy, Boeny, Atsinanana) + Creation of regional committees to combat CL in Diana (North), Atsimo Andrefana (South West) raises awareness and engages regional authorities in discussion about CL, awareness raising and could result in the allocation of public resources to combat child labor. + Study on Institutional Framework for Combating CL provides clear recommendations for leveraging the commitment of public and civil society institutions for action to combat CL + Decision to create local focal points (implementation in progress) offers mechanism for more intense capacity building on the regional and local levels. + MOU signed between UNICEF and ILO/IPEC for collaboration to combat Child Labor in Madagascar leverages additional donor funds to combat child labor
2.2 Child Labor issues integrated into the Madagascar Poverty Reduction Programme	<ul style="list-style-type: none"> + Successful lobbying effort led by the PACTE results in the integration of the fight against child labor as a national priority (Commitment 8, Challenge 4) within the MAP, the overall strategic planning document for national development efforts in Madagascar for 2007-2012 + 5 Ministries include CL related indicators in sector action plans: MFPTLS; Direction de l'ex Ministry of Population; Ministry of Culture and Tourism; Ministry of National Education and Scientific Research; Ministry of Justice

Findings

Significant progress has been made toward meeting the objective to enhance national capacity to combat the WFCL (**IO2**) through project supported activities. These are summarized in the table above. The project has organized multiple workshops and activities designed to reinforce the capacity of the CNLTE and the PACTE to assume its role in coordination, networking, capacity building and effective decentralization of efforts to combat child labor in Madagascar. Many activities remain to be implemented and a large number are planned in an AP to support the PACTE signed in July 2007 as well as a mini program to support the CNLTE which is currently being prepared.

Enhancing the management capacity of the PACTE is one of the cornerstones of IPEC Madagascar's sustainability strategy. The PACTE AP engages the unit as an executing

agency for the implementation of specific activities that will strengthen the unit's ability to fulfill its mission. Through the AP and as mandated by the government, PACTE is being empowered to put in place regional structures to coordinate, monitor and support actions to combat child labor. Based on field visits and data provided, with the exception of the committee in Diana, the regional structures are still very immature; their members' understanding of the causes and means to combat child labor are rudimentary and their understanding of their mission quite weak. The PACTE AP foresees a strong role for PACTE members to orient and train members of the regional structures and to integrate them into the national network for combating child labor. For the planned ORTE, the PACTE strategy is to reinforce its role in monitoring and evaluation of child labor in the regions as a mechanism for feeding a national database on child labor.

Related to activities to strengthen regional structures, an information campaign is to be undertaken by PACTE members targeting national and regional authorities. The campaign is designed to follow up on the successful integration of child labor concerns in the MAP and to advocate for the integration of child labor in regional and local development plans. One PACTE unit member expressed satisfaction when he heard the evaluator's story of the mayor who planned to integrate activities to fight child labor in his next communal development plan; this was in part a result of his advocacy during a field visit to a direct action program. Planned information sharing activities will likewise target members of Parliament and training centers for public administrators and the police.

As part of the AP, PACTE will organize training for 77 labor and social law inspectors. Within this activity, the unit plans to update existing training modules on child labor inspection and to assure that it is part of a regular training plan for new inspectors. This training is important because to date inspectors perceive poorly their role in fighting child labor.

PACTE unit members that benefited from training on local employment initiatives for combating child labor delivered by ILO experts in their training center in Turin, Italy will train the rest of their colleagues and 16 members of the CNLTE. Additional activities and reflection is planned on how to network with existing regional employment observatories also managed by the Ministry of Labor. This is a relevant activity for the PACTE since it relates directly to the mandate of its own Ministry to integrate child labor concerns within existing development strategies and addresses the critical issue of how to integrate children who are victims of Child Labor or at risk into a vocational training circuit that leads to decent versus exploitive work.

The AP likewise plans for training activities for PACTE members themselves on project design, project administration and financial management, information management, and website management.

Recommendations

The study commissioned by IPEC to examine the degree to which the fight against child labor is being anchored by national institutions does an excellent job identifying strengths and weaknesses of the CNLTE, the PACTE and its civil society and other partners and recommends strategies for improvements. Key recommendations from the study are summarized below along with the evaluator's comments.

Increase financial resources available to the CNLTE, PACTE and its regional extensions for the execution of their missions

During the evaluators' interview with members of the PACTE unit, the unit head stated that their resources were inadequate for regular visits to the field and that they were dependent on IPEC for collecting and sharing information. This is a small issue that is indicative of a larger challenge. The CNLTE in Diana likewise said that it has not received a budget to support its activities including funds for reproducing documents, travel and producing and diffusing awareness raising tools. Actions taken by the project to address the challenge include allocating project funds to the PACTE and the CNLTE for specific activities. It has likewise signed a MOU with UNICEF to encourage and facilitate UNICEF investments in activities to combat child labor. IPEC also receives funding from the French Government to support the Madagascar NAP. This is a good short to medium term solution which should be repeated with other potential donors especially within the UN system. Since donor resources will likely be an important source of funding for many kinds of activities to combat child labor in the near and medium term, helping partners to put in place a strategy for donor diversification should be part of the project's exit strategy.

Getting "child labor" into the MAP and integrated into sector, regional and communal action plans is the long term strategy put in place by the project with the CNLTE and the PACTE to increase public resources for child labor initiatives. An example of how this can successfully leverage resources for child labor is the Ministry of Tourism campaign to combat sex tourism which features a national communication campaign to discourage tourists as well as tourism operators from contributing to CSEC. Another good example is the Ministry of Justice's committee for legal protection of children's rights which is working on improvements in child labor laws as part of its regular work.

The accomplishments of the CNLTE and PACTE in mobilizing funds from other sources including the private sector for June 12 celebrations indicates that they already have capacity for resource mobilization on a small scale. However, it is likely that they could benefit from additional training in this area as could the many direct action program NGO implementing partners, many of whom are strongly reliant on IPEC as their main donor.

Reinforce the technical capacity of PACTE and CNLTE members

In addition to workshops and training missions to the ILO training center in Turin, the project is following a good strategy of empowering counterparts (examples: the PACTE,

the Direction for judicial reform, the Ministry of Education communication unit), by working with them to develop clear work plans and finding specific work plan activities (example, the ongoing PACTE AP outlined above) so that project counterparts can learn by doing. It is obviously important that project counterparts receive strong support from IPEC Madagascar through the execution of the planned tasks.¹²

Constitute a child labor database to monitor child labor the situation of child labor in Madagascar

One of the tasks given to the PACTE is to create and maintain a database on child labor in Madagascar. As the activity has not yet started, it is important to think carefully about what kinds of information are needed and by whom and if/how they can be collected and by whom before racing to create the database structure. An important consideration is who will be able to access the data if/when it is available and what will they do with it? Often data base design is confided to technical people with minimal input from those who will ultimately use it which generally gives poor results.

As outlined in section 3.2.1, a lot of useful information could be shared via the planned NAP website. The Internet offers wider access to information; the latest website technology offers the possibility for users to interact and share information online (dynamic online data bases, forums).

The major challenges of maintaining either a data base or a website are the same: obtaining quality data and keeping the data base up to date. These are major challenges in countries with poor communications infrastructure and immature information systems. It is recommended that both the website and the database be kept simple but scalable.

Promote decentralization

The recent push in Madagascar for decentralization and devolution of authorities and budgets to the regional and local levels has created conditions for effective local implementation and mobilization of resources for activities to combat child labor. IPEC Madagascar is supporting the CNLTE and the PACTE to seize the opportunity through the creation of regional structures (CRLTE and ORTE). It is evident that the institutional and structural changes required for effective decentralization demand time and intense capacity building and change management activities –the project is addressing the opportunity and challenge by mobilizing national public institutions to support and train

¹² USDOL requested that the evaluator discuss whether IPEC Madagascar is violating US Government regulations that forbid donor funds from being given to host country governments that duplicate or substitute for existing government functions. The evaluator notes that she is not an expert on the referenced regulation. Her observations are that IPEC Madagascar is not funding the salaries or general operating costs of government counterparts with whom it is collaborating. US Government funds are being used to implement specific activities that are part of an action plan developed jointly by Malagasy counterparts and IPEC Madagascar. These are activities for which there is currently no government budget line item available; it is feasible that if project funded activities were shown to be successful in fighting child labor, government monies could be made available to continue the actions and/or expand to other regions.

regional structures. Although the problem was not reported by the project or its implementing partners, in the short term, decentralization may pose new challenges for project implementation by multiplying the numbers of actors to be informed and mobilized for project activities and because decentralized management systems are often immature.

The recently approved creation of IPEC regional antenna or focal points likewise offers the project a strong mechanism for reinforcing the management capacity of regional and local actors by having a permanent staff person in the regions where the project is most active. To succeed the antenna strategy, it is important that the regionally based staff persons be strongly supported by the Tana-based CTA and project officers, especially since the profile of the regional focal points is relatively “junior.” The project should pay careful attention that (i) the regional focal points understand that their most important mission is to strengthen the management capacity of their regional counterparts and not to facilitate getting work done regionally for IPEC (although both are important); and (ii) stronger linkages are made between national policy work and strategies, regional capacity building activities and direct action programs. The latter will be discussed more in section 3.2.6.

3.2.3 Reinforcing the legal framework

3. The legal framework for addressing child labor issues is harmonised, reinforced and applied effectively	
Planned Outputs	Key Accomplishments
3.1 Legal texts (labor code, regulations) harmonized with the relevant national and international instruments	+ Passage of Decree 2007 - 563 defines the WFCL in Madagascar. + Ministry of Justice engaged in NAP through its Reform Committee for Children's Rights; IPEC participates in committee
3.2 Institutions in charge of law-enforcement and local authorities/leaders who may assist in enforcement strengthened to ensure effective child protection	+National campaign to combat Sex Tourism offers a model for more aggressive action to enforce labor code relative to CL +Local child labor monitoring committees are established by direct action program implementing partners to identify and refer child laborers in their locality to relevant social services
3.3 Stakeholders sensitized on the aims, content and application of the reformed laws and regulations	+ Red Card campaigns refer to international conventions signed by Madagascar

Findings

IPEC Madagascar, the Ministry of Justice and PACTE collaboration to date resulted in decree no 2007-566 defining the WFCL which was approved by the Government Council in July 2007. PACTE drafted the text which was validated by the Ministry of Justice and moved through the legal process to become law. This represents a significant achievement against output 3.1. However, most of the activities planned under IO3 have

yet to be started.¹³ These include identifying specific gaps and loop holes in labor laws that make it difficult to prosecute employers that use child labor and designing special laws to eliminate the former; developing and implementing training programs for law enforcement agents, labor inspectors and judges; and translating legal texts into the local language and conducting awareness raising that highlight Malagasy laws on that forbid child labor.

The groundwork for accelerated implementation has been laid by establishing an AP with the Ministry of Justice. The AP, which is in the final stages of approval, will invest the Direction of Legislative Reform in the following activities:

- Identifying gaps in the current legal framework and draft specific laws and regulations governing child labor in the domestic labor and mines sectors, draft specific legislation governing child trafficking issues, and establish a list of hazardous occupations for children via a tripartite consultation. The process for the adoption of the proposed legislation will also be supported. (*Output 3.1*)
- Training judges (60), lawyers (50), police, child protection officers, and representatives of civil society organizations (50) on child labor and child labor law and social protection standards. (*Output 3.2*)
- Produce awareness raising materials that explain the laws and social protection standards in vigor to protect children from child labor and diffuse them via a public information campaign. (*Output 3.3*)

If the AP is implemented according to plan, the project should meet its key targets and objectives as in the project document under IO3.

Recommendations

Within its direct action programs, the project is establishing social enforcement mechanisms which use traditional social contracts (known as Dina in Madagascar) as a means to discourage parents and other local community members from engaging their children in WFCL. The approach requires that local authorities including education authorities and community notables are informed and convinced of the dangers of child labor and that they use their influence to mobilize the larger community against the practice. This is a promising approach, in particular to deal with child labor in settings where formal law enforcement and labor inspection is seldom exercised, for example on family run farms or other family enterprises. In a rural project in Ambilobe in the north, the implementing agency succeeded in engaging a local “Prince” or traditional leader in their program activities.

¹³ Because of early project delays, the current project CTA notes that he is concentrating his efforts initially on launching downstream direct action programs so that the project meets its targets for withdrawing, preventing and rehabilitating children and so that services offered to these children are of maximum duration. Once downstream activities are launched, the project will concentrate more time on the national APs. He said that this strategy was discussed and agreed to by USDOL when the project revision was validated.

Once the CRLTE and ORTE are established, it would be useful for them to conduct an information campaign on child labor and child labor law and social protection standards that reaches *fokatany* (local authorities) and other local officials and notables in their regions. Such an activity will more likely reach regional and especially local officials than the activities planned in the Ministry of Justice AP which is more focused on the national level.

There is a role for the imposition of official sanctions in combating child labor which could be supported more strongly by the project. The most striking example experienced by the evaluator is the case of children working in stone quarries in central Tana (or elsewhere on the island but in the middle of the capital, near the home of the first President of the Republic, is particularly flagrant). IPEC Madagascar is supporting an excellent NGO managed direct action program to withdraw and prevent children from working in a Tana quarry. Despite the strong efforts of the NGO which include consultations with the quarry employers' association and supporting educational alternatives for the children, there were still children, some very young, breaking up stones when the evaluator visited (although reportedly far fewer than before the project). The children are visible; the work is hazardous to their health and well being; the employers' association has been informed of the dangers posed to the children – it should be time for local authorities to step in impose legal sanctions against the employers.

3.2.4 Expanding Education and Vocational Training Opportunities

4. The capacity of the education /vocational training / apprenticeship system to attract and retain children at risk of child labor has been strengthened	
Planned Outputs	Accomplishments
4.1 Mechanisms for improving the access to education at the national level are strengthened	<p>- National interventions not yet started</p> <p>+ Approaches for school enrolment, reintegration and maintaining children in school are part of all direct action programs at the community level</p> <p>+ Involvement of school directors and in some cases local education authorities engages education institutions in fight against CL in project regions</p>
4.2. Quality of education, including relevance to local needs and those of at risk children improved	<p>+ Community daycare facilities frees mothers for farm work and their children to attend school and gives small children an early start in education</p> <p>+ After school tutoring in Tana's poorest neighborhood schools maintains children in school by improving participating children's academic success.</p>
4.3 Vocational training /apprenticeship schemes focusing on the needs of the urban informal economy, the agriculture and fishing sectors, and the rural non-farm sector developed	<p>+ Vocational training programs for adolescents age 15+ tested in many direct action programs by executing agencies;</p>

At the time of the evaluation, the project had made little progress implementing planned activities to strengthen the capacity of the education/vocational training/ apprenticeship system to attract and retain children at risk of child labor. During the evaluation, the evaluator did not find evidence that the project was contributing significantly to national policy dialogues on education programs, although the Ministry of Education participates on the CNLTE. While all direct action programs have an educational and vocational training component, the downstream work has not yet been translated into strategic activities at the national level. However, some of the downstream work relative to education is producing potential models for increasing access or retaining children at risk of child labor in school and vocational training programs.

Progress reports record that discussions have taken place to orient ILO/HIMO for the building of schools in areas where WFCL are identified as planned. Likewise it is reported that existing school feeding programs have been oriented to regions where child labor is the most prevalent (or at least to one region where the project is active).

Project management is in the process of developing an AP with the Ministry of Education. The broad lines of action are known at this time: the project proposes to work with the Ministry of Education to develop a teachers' manual to be used in formal education programs that offers curricula specific to child laborers. The process of

developing the manual will include a needs assessment and workshops with teachers and central Ministry of Education administrators. In addition, the project plans to work with the Ministry of Education to translate and localize SCREAM¹⁴, experiment the materials with existing direct action partners and potentially integrate the method into education programs (formal education or other is not clear to the evaluator).

The activities originally planned in the project document under IO4 are too wide ranging and overly ambitious – particularly at this stage of the project given the delays in implementation. Needs assessments and the production of child labor adapted curricula for literacy, transitional education and formal education programs (for different categories of child laborers), development of civic education materials, designing and testing vocational training and work study schemes – these activities are complex and time consuming; moreover many of the planned activities focus disproportionately on “products” rather than processes - supplying manuals or “materials packages” and to a lesser extent on how the packages will be tested and successful approaches replicated (ie via teacher education programs, monitoring and support). In addition, the evaluator questions whether the project should invest in special “child labor” related curricula; it would seem that the fundamental problem with the education system and what creates an environment conducive for child labor is education quality and access related. These are universal problems and they are not necessarily addressed with special child labor curricula. Moreover, there are successful interventions at the level of the direct action programs, including after school tutoring programs, community pre-school education, school feeding programs, and school enrolment programs that are addressing fundamental issues of education quality and access; working to translate these into education policy and practice is not outlined in the Prodoc or in the draft education AP.¹⁵

Recommendations

The preparation of the Education AP was being managed by a national program officer who left IPEC Madagascar in November 2007; responsibility for the AP has been transferred to the CTA for finalization. According to the CTA, the delays in starting implementation of this AP can be capitalized on strategically: a minimum of direct intervention in the field was necessary to have stronger advocacy points and to be in a better position to influence the Ministry’s policy. One of the main strategies that the project would like to put in place with the Ministry of Education is that anti child labor interventions in the country will be recognised and mainstreamed in the “Education for All” programme. The project is also seeking a strategic collaboration with the Ministry in other fields like research, training and the establishment of a monitoring system within the current national education programme. The latter is particularly interesting as it

¹⁴ SCREAM stands for Supporting Children’s Rights through Education, the Arts and the Media. It is a designed to help educators promote understanding and awareness of child labor among young people using creative and innovative teaching methods.

¹⁵ The draft AP with the Ministry of Education was developed by a project staff person that left the project shortly before the evaluation. The current CTA noted that he is not satisfied with the draft and will revise it as soon as downstream activities are well launched.

capitalizes on the experiences of IA in mobilizing school directors and teachers to monitor school attendance of former child laborers and children at risk within current direct action programs.

As seems already to be the case, the CTA should take a fresh look at what is planned, consider cancelling or scaling back some activities and look for stronger linkages with successful direct action program models (to be discussed in section 3.2.6). A starting point could be documenting good or promising practices related to education within the existing direct action programs. Because of the relatively high cost of withdrawal interventions relative to the means available to the Ministry of Education, the project should focus more effort on documenting and testing approaches that seek to prevent school drop outs or that facilitate enrollment.

The SCREAM methodology is an excellent tool for raising the awareness of children on child labor and their rights; it uses child centered teaching approaches that allow children to enjoy learning. It has been used successfully in a variety of settings and is relatively easy to adapt. The project should proceed with plans to adapt and use the materials in existing direct action programs as is proposed as soon as possible. The project plans to localize the materials with the communication department of the Ministry of National Education (MEN) and then offer them, accompanied by training, to appropriate direct action program implementers. The involvement of the MEN is a good strategy for building ownership of the materials within the Ministry but not a sufficient strategy for assuring that the materials are used in public schools without NGO involvement. Therefore, it is appropriate to also implement a pilot program directly with the MEN in which an appropriate framework for integrating the SCREAM material directly into educational programs by teachers is identified and tested.

3.2.5 Raising Awareness

5. Malagasy society is aware of the negative consequences of the WFCL	
Planned Outputs	Accomplishments
5.1 Key opinion leaders (journalists, religious leaders, community leaders) trained and networking	<ul style="list-style-type: none"> + Production and diffusion of 2 audio visual clips that make excellent use of opinion leaders (in 2006, national political leaders including the PM, in 2007, leading music artists) for large scale communication campaigns against CL + Red Card campaigns in communities raise awareness and create debate about CL + Collaboration with the Malagasy Federation of Football is an opportunity to capitalize on the popularity of soccer and the institutional good will of the Federation to reach local communities across 22 regions with anti child labor messages
5.2 Awareness raising campaigns designed and implemented	<ul style="list-style-type: none"> + Numerous regional celebrations of June 12 World Day to Fight Child labor in project localities, active involvement of local authorities, NGO networks, members of nascent CRLTE; activities leverage private sector contributions + All direct action programs have community awareness raising component; some include door to door campaigns to identify children and raise the awareness of their families about the negative consequences of CL.

Findings

The project activities to make the Malagasy public more aware of the negative consequences of child labor have been very strong to date and are likely to achieve the planned outputs of the project. A noteworthy success is the implication of national leaders and popular musicians to spread anti-child labor messages to the public at large. The 2 clips produced for June 12 celebrations in 2006 and 2007 are excellent communication tools and should be considered as a good practice; they feature opinion leaders and vehicle key anti child labor messages effectively (*output 5.1*). In the production process, they are an awareness raising tool reaching influential members of society; in their diffusion, they associate the fight against child labor with people that matter in the eyes of the public. The clips appear to have been diffused widely (radio, television, community events) although not all project partners interviewed were aware of their existence. With the change of government, the 2006 clip featuring political leaders has lost some of its validity but the music clip should remain relevant for diffusion throughout the life of the project.

The ongoing collaboration with the Malagasy Football Federation (MFF) is likewise an innovative and attractive channel for reaching large numbers of people, including local authorities and community VIPs, through community sporting events in all of Madagascar's 22 regions. At the time of the evaluation, the delayed action program, which would associate the fight against child labor with regional youth (boys and girls)

soccer tournaments, was just getting off the ground. Based on press clips, the first event in late November succeeded to attract significant attention to the problem of the WFCL in the region where it occurred (a gold mining area where large numbers of children are active in family mining activities). Within the same AP, there is likewise an associated innovative activity to withdraw and prevent 500 children (250 boys prevented, 250 boys withdrawn) from child labor by inserting them in MFF soccer training programs (that include education), the success of which it is too soon to comment. If the action program succeeds, it should certainly be documented as a good practice; if so, a key point to look at is how both parties in the program, the MFF and ILO/IPEC, two entities with remarkably different missions and management systems, found a strong common area of interest. The MFF manager of the program emphasized that there needed to be a win/win formula in order for the activity to succeed and continue and therefore it is important to him that the program succeed in helping the MFF recruit new talent for the national team as well as improving the lives of children.

The project likewise sponsored numerous “red card¹⁶” awareness raising events with local partners – the remnants of which were visible in the areas visited by the evaluator in the form of large red card publicity panels in public spaces. Based on interviews with project partners and local authorities, the red card campaigns succeeded in creating debate in local communities about child labor; in many places it brought attention to the negative consequences of a practice considered “normal.” Some project partners said the red card created some confusion as well – did it mean that children should not work at all?

The annual celebration of June 12 “World Day Against Child Labor” is an awareness raising activity which has succeeded in mobilizing the national committee (CNLTE), the PACTE and numerous local child labor committees as well as several private sector sponsors (see table). In 2007 regional celebrations took place in the project’s six pilot regions: Diana (Antsiranana), Analamanga (Antananarivo), Vakinankaratra (Antsirabe), Boeny (Marovoay), Atsinanana (Toamasina) et Atsimo Andrefana (Toliara); the national celebration took place in Fianarantsoa (Haute Matsiatra). According to the project CTA, the project allocated less than \$5000 to last year’s World Day Celebrations – all other resources needed for the celebrations were raised by the CNLTE and the PACTE as summarized in the table below:

¹⁶ The red card is a soccer reference – the red card signals an offence that gets the player throw out of the game. It is used in awareness raising campaigns by ILO/IPEC to spread the message “stop child labor.”

Sponsors of World Day Against Child Labor, Madagascar June 2007

Sponsors	Contribution
Air Madagascar	Transport
Bank Of Africa	9,000 tee shirts 10,000 red cards 10 banners
ORANGE	20 tee shirts 250 visors 50 soccer balls
Groupe RIO Tinto (QMM)	\$3,000
GALANA	20,000 Cartons Rouges
M. KLEIN INTERNATIONAL	\$600
UNICEF	250 teeshirts Transport 1 red card panel
Brasserie STAR	02 tents bottled water
MADARAIL	Local transport

IPEC Madagascar has engaged a consultant to assist it with its communication strategy who was just starting her consultancy at the time of the evaluation. The consultant is mandated to (i) develop brochures, posters and flyers about the project and which communicate the impact of child labor interventions to withdraw and prevent children from child labor through success stories, (ii) train project partners on communication techniques, and (iii) reinforce media coverage on the worst forms of child labor.

Recommendations

As previously mentioned, the project may want to consider expanding the communication consultants scope of work to include strategies for capitalizing on and diffusing the results of the national child labor survey as well as the project's and NAP web communication strategy.

During the MTE stakeholder workshop, a NGO participant suggested that IPEC and its direct action counterparts diversify their communication materials to target different segments of the population. The suggestion is a good one; for example, national and regional authorities require different types of information (perhaps a handbook) than the general public.

Annual and/or periodic events like World Day Against Child Labor and Red Card events are succeeding in raising public awareness and mobilizing local actors. To be even more powerful, these events should link participants to opportunities to contribute concretely to fighting child labor on a more frequent basis for example, by joining the local child labor committee, participating on a school watch committee, contributing time and/or funds to local NGO activities to prevent and withdraw children or participating in a advocacy campaign for a policy change.

3.2.6 Developing Effective Intervention models

6. Effective model interventions developed for prevention, withdrawal and rehabilitation of boys and girls from the WFCL	
Planned Outputs	Accomplishments
6.1 Baseline studies carried out in the project intervention sites	<ul style="list-style-type: none"> + The design of all direct action programs includes a base line study to identify project beneficiaries; most implementing organizations are local NGOs with strong ties to their community which enables easy access to families for information collection purposes + Individual beneficiary information sheets, used to record beneficiary information, were in evidence in most direct action programs
6.2 Staff of potential implementing agencies, including governmental agencies, social partners and NGOs at the central level and within provinces trained on project design, implementation monitoring and evaluation of child labor intervention	<ul style="list-style-type: none"> + With support from IPEC Project officers, direct action programs are comprehensively designed - they include activities for information collection, awareness raising, withdrawal, prevention and reinsertion of children, income generating activities for families, monitoring and other support services (ex. counseling, medical assistance, job placement) + Regional workshops were effective in identifying appropriate community implementing agencies, identifying appropriate areas for intervention, and mobilizing local authorities to support community implementing organizations + Overall, appropriate children are identified for direct action programs; implementing agencies respect ILO/IPEC targeting criteria +ILO/IPEC monitoring systems are in use in the direct action programs visited
6.3 Local awareness raising campaigns conducted	<ul style="list-style-type: none"> + All direct action programs have community awareness raising component; some include door to door campaigns to identify children and raise the awareness of their families about the negative consequences of CL + Community level organizations have developed their own communication materials for local awareness raising
6.4 Targeted boys and girls provided with non formal education, vocational training / apprenticeship, counseling and referral to the formal school, as appropriate	<ul style="list-style-type: none"> + All direct action programs have component for referring children to education and vocational training services
6.5 Boys and girls victims of CSEC and other exploitative WFCL provided with counseling services adapted to their needs	<ul style="list-style-type: none"> + counseling services are part of most direct action programs in particular those that target children engages in CSEC
6.6 Working conditions for working children above the minimum age for employment improved	<ul style="list-style-type: none"> + vocational training activities orient former child laborer to non hazardous professions (textile industry, hotel/restaurants)

At the time of the MTE, there were 12 active APs; of these, 10 were direct action programs implementing activities to withdraw, prevent and rehabilitate child laborers. The evaluator visited 7 direct action programs in the field which serve as the primary basis for the comments and analysis below.

Baseline Studies

The way the project document describes base line surveys (“statistical” base line surveys in a control area) is as a process more sophisticated than the actual processes followed by the project implementing agencies and IPEC Madagascar. The baseline surveys were generally conducted by community based NGOs to identify children engaged or at risk of engaging in WFCL in targeted project intervention zones. The evaluator believes that the data collected is reliable because the IA are generally organizations with deep roots in the targeted communities and their knowledge of community enabled them to identify appropriate children for services using IPEC definitions and criteria.¹⁷ The methodologies used varied and included visits to workplaces, community meetings, consultations with school directors and teachers and/or local authorities, in some cases door to door neighborhood campaigns, or referrals through other social service organizations. The same processes served for the creation of community based child labor monitoring committees.

There was no evidence of a formal area mapping of development and social service organizations and services available to potential beneficiaries by IPEC. IA are responsible for identifying appropriate services (i.e. vocational training programs, micro credit agencies, health services) for their target population. The regional workshops organized by IPEC in 2005 and again in 2007 brought together a variety of actors in the social services sector and contributed to the creation of local networks of organizations or individuals that participate in combating child labor.

Likewise there was no evidence that Knowledge Attitude and Behavior surveys were used to measure the effectiveness of awareness raising activities.

Despite this, the broad objectives of the planned exercise were met: the project identified appropriate partners in its intervention zones and the implementing partners identified appropriate children to be targeted for direct action programs. The IA appeared to have excellent knowledge of the communities in which they work.

Targeting- IA

To date all of the IAs for direct action programs are NGOs. On one hand, they are good community based organizations with flexible management structures able to mount and implement direct action programs relatively quickly and effectively. On the other, they are highly dependent on donor financing for their activities. When asked about the continuity of their activities post IPEC funding, the IA did not have clear responses. From

¹⁷ An audit following the midterm evaluation agreed with this finding.

the perspective of sustaining the capacity of beneficiaries' families to sustain their children in school, the NGOs were relying on the success of AP income generation activities to raise family incomes and awareness raising activities to change attitudes about child labor.

Targeting-Children

The evaluator interviewed children beneficiaries in all the direct action programs visited. Based on the sampling, the children that were targeted to be withdrawn from child labor reported that before the program, they were working and not attending school. Depending on the project, their occupations varied – hauling bricks, agricultural work, quarry work, selling plastic sacs. Girls that were targeted to be withdrawn from CSEC did not report this work when asked; this may be due to social stigmas.

For the children prevented from child labor, the evaluator was not able to obtain with great precision how the children were determined to be at risk; the most obvious characteristics of the children were that they came from very poor families, some were orphans, some reported to have a brother or sister who worked and in the case of one project (Interaide), were identified as struggling in school. Based on an audit that followed the midterm evaluation, the project and its IA were judged to have respected standard criteria and definitions regarding the children served in almost all cases.

Capacity Building for IA

All IAs reported receiving instruction and support from IPEC Madagascar for the development of their direct action programs and on IPEC procedures for managing direct action programs. The support included:

- general information about child labor and WFCL
- strategies for combating child labor
- how to develop a direct action program and a project proposal
- how to determine if/when a child is withdrawn or prevented from child labor (definitions),
- child monitoring and evaluation tools and requirements

The table below records a series of week long workshops/field visits organized in 2007. It shows intensive project activity to assess needs and reinforce regional strategies during the August-October 2007 period.

Region/City	Results	Mission Dates	Workshop	# participants
Menabe (Morondava)	Needs Assessment	19-21 July 07	19-Jul-07	30
	Strategy			
Anosy (Fort-Dauphin)	Needs Assessment	8-12 August 07	10-Aug-07	22
	Strategy			
Atsimo Andrefana (Toliara)	Needs Assessment	20-25 August 07	21-Aug-07	36
	Strategy			
DIANA (Antsiranana)	Needs Assessment	28-31 August 2007	29-Aug-07	32
	Strategy			
Atsinanana (Toamasina)	Needs Assessment	26-30 Sept 07	27-Sep-07	35
	Strategy			
Nosy Be	Needs Assessment	10-12 Oct 07	11-Oct-07	20
	Strategy			

The IAs are scheduled to receive training to strengthen their communication and media strategies from the IPEC Communications consultant immediately following the MTE.

According to the PMIS, IPEC project officers have paid at least one monitoring visit to all active direct action programs; most of the programs became operational in the Spring 2007. The CTA revised the monitoring visit report format recently to allow more precise observations about the IA progress attaining program indicators. The report format is included in Annex E.

Awareness Raising and Social Mobilization

All direct action programs have a strong awareness raising and social mobilization component. The success of the IA in mobilizing meaningful support from local authorities and school officials is promising; it shows the potential to create active local networks to combat child labor.

At least two direct action partners specifically targeted employers (a Quarry employers' association in Tana and a cotton marketing company in Ambilobe) and succeeded in getting their support for some project activities.

The IAs state that the overwhelming poverty of families and the absence of relevant alternatives to child labor is the biggest obstacle to *parents'* acceptance of awareness

raising messages. Many of the strategies employed by the IA to overcome this obstacle involve supplying material inputs to families (school kits, school fees) and so it is not clear if families' attitudes have changed or if their allegiance has been temporarily "bought."

The children beneficiaries interviewed said that they were happy to be in school and many of them had dreams for their future. There were some sad cases of children that were unable to concentrate because of hunger and stories of one or two children that felt they should return to work in order to help their families.

Education Interventions

Many of the direct action programs operational to date rely on very simple models of intervention in regards to education: paying the targeted children's school fees, purchasing school kits, offering some form of after school academic support and tracking school attendance. These are managed by NGOs with support from local schools. They are models for community mobilization in favor of schooling but they are not to date increasing the capacity of the education system itself to attract and retain children at risk. Their success relies strongly on NGO inputs which are likewise reliant on donor inputs.

For projects that withdrawn and reinsert children in formal schooling programs, school attendance is closely monitored. The school director and teachers in the schools visited by the evaluator appeared to have good working relationships with the IA and provided regular attendance reports on participating children to the NGO. Not all IA monitor work status after school as closely and in some cases it was reported by children interviewed by the evaluator that they continue to work after school, on weekends and during holiday periods. This is not surprising given the economic forces that drove some children to work fulltime prior to the action program intervention. The best IA try to address the issue through home visits, awareness raising activities for parents and by offering extra curricular activities and counseling to program beneficiaries.

Among the direct action programs visited by the evaluator, four stood out as having potentially interesting models for attracting and retaining children at risk. One was the school tutoring program managed by Interaide which currently targets 3000 children attending schools in very poor areas in the capital identified by their teachers as having academic difficulties. The program delivers after school tutoring to the children using teaching approaches that are more child-centered than traditional approaches. The program educators also make home visits to speak to the children's parents about the child's progress and to identify issues that may be hindering their success in school. Interaide operates other programs to support income generating activities to which some families are referred following a home visit.

Previous evaluations of the Interaide program show that the children who participate in the program have improved success rates (passage into the next grade level). The goal is to keep children in school that would otherwise be very vulnerable to dropping out and joining the unskilled workforce. It is a prevention program that according to Interaide

managers attracted the attention of educational authorities in Tana as a program to be scaled-up and generalized. Relative to other interventions seen during the evaluation, the program delivery costs are low.

In another program near the capital, the project supports the NGO Sarobody to deliver after school programs for former child laborers or children at risk. Like Interaide, in their after school programs, Sarobody also introduces teaching approaches that make learning more fun for the children and develop their life skills including their knowledge about children's rights and responsibilities. This program, because it also paid the school fees and school supplies for children withdrawn from child labor, is more expensive to administer than Interaide's approach. Still, it models how relevance based teaching techniques in conjunction with special measures to identify children at risk can result in a successful community/school initiative to combat child labor.

In the rural commune and cotton growing region of Ambilobe, the project is supporting two community child care facilities for children 2-3 years old through the NGO partner SOAMANEVA. The purpose of the centers is to free up mothers from child care so that they can concentrate on their farm work. The program is designed to lessen the participating families need to employ their children as farm workers, thus enabling the children to go to school. The children attending the centers likewise are integrated into educational programs at a very early age, preparing them for schooling later on and preventing them from early participation in family economic activities. For the moment, the project pays the teacher/monitor and furnishes the center while the community supplies the building; it is planned that the community will pay the teacher/monitor fees after the NGO support is finished.

In a rural commune outside Tana, the NGO MANIRISOA, plans to offer a supplementary feeding program as part of a package of support for families that withdraw their children from child labor and reintegrate them in school. The planned feeding program is only for times of the year the NGO identified as the "hungry months" when poor families' struggle for survival is particularly acute. On the whole, the support offered to families in this direct action program is material inputs heavy (school fees paid, clothing and school kits offered) and difficult to sustain; it would be interesting to see what impact a school feeding program in conjunction with awareness raising on the negative effects of child labor would have on the same population.

Vocational Training

Nearly all of the direct action programs visited included a vocational training component for youth between the ages of 15 and 18. On the whole, the components are a reflection of the paucity of vocational training opportunities accessible to out of school youth in Madagascar rather than a response to it.¹⁸ Implementing partners identified existing

¹⁸ IPEC Madagascar received additional funding from a regional program funded by the Government of France to reinforce its strategies related to vocational training as a means to combat child labor. This

programs within their communities and whether through advocacy or by simply paying the required enrollment fees, succeeded in enrolling their target youth in the programs. These were often quite traditional – sewing and cooking for girls, mechanics for boys. One more modern exception was a school for Tourism and Restaurant Service.

In at least two cases observed, the vocational training offered is only a few days a week, for a few hours a day and for a total of 3-4 months. Certainly some skills training is better than no skills training; however, there is a significant risk that the services offered are not sufficient to withdraw the targeted youth from child labor.

Counseling and other Services

Most of the direct action programs offer counseling, medical services and academic support services to the children targeted by their programs. All the programs reported offering assistance to families for obtaining the targeted children's birth certificate.¹⁹ This comprehensive approach is important for the overall success of the programs.

In the two programs visited for which CSEC was a one of the principle target sectors, counseling services were offered for the adolescent girl beneficiaries. The counselors/social workers were themselves young women (though not former victims of CSEC); the peer counseling approach appeared to be a good strategy.

Elimination of Hazards from the Work Place

This did not appear to be a strong component in the ongoing direct action programs. One exception was the program targeting the cotton growing region of Ambilobe which raised community awareness about the dangers posed by pesticides to children. *In this community, DDT was reported to be in use; the project should see if they can play an advocacy role in eliminating its use in favor of safer alternatives.*

Support to Raise Families' Incomes through Income Generating Activities

Nearly all the ongoing direct action programs have components designed to raise the incomes of targeted children's families. According to the IA, this component is the key to sustaining the benefits of the program vis à vis the families. The approaches taken by the IA are varied but focus mainly on proposing possible income generating activities and supplying material inputs for these (ex equipment, seeds). On the whole, these approaches are not very sophisticated nor are they replicable without donor inputs. They do test how coupling anti poverty initiatives with awareness raising and social mobilization can combat child labor.

program, which was not discussed during the evaluation period, may allow IPEC to refine its vocational training interventions.

¹⁹ Birth certificates are necessary to enroll in school. Most schools participating in the direct action programs agreed to enroll children without birth certificates on the condition that efforts be made to obtain them during the school year.

Direct Beneficiary Monitoring System (DBMS)

The project supplied IA with monitoring systems that do the following:

- record the names and characteristics of direct action program beneficiaries including their initial work status as well as that of their siblings
- record the services offered by the IA to the beneficiary
- monitor the work status of children
- monitor attendance in educational programs

At the time of the MTE, the project was finalizing a computerized version of the system which included a detailed implementation manual for project counterparts.

-Recommendations

Because the component to support family income generating activities is so crucial in the sustainability of all the direct action program models, IPEC Madagascar should focus a workshop and possible additional technical assistance on developing viable models for raising poor families' income. The absence of micro credit programs in most of the target communities is an impediment for more sophisticated assistance models and more are self-help approached. IPEC Madagascar should explore collaboration with micro credit institutions to get them into areas where there is high prevalence of child labor as well as to enlist their support to discourage support for micro enterprises that rely on child labor.

The project should capitalize more strongly on its relationship with HIMO/ILO and existing school feeding programs to create operational linkages with these programs, especially in project targeted regions and ideally through the CRLTE and ORTE. An example could be coinciding child labor awareness raising activities with the opening of a new "HIMO/ILO" school or "WFP" school feeding program.

Better linkages also need to be established with state sponsored anti poverty programs and social service mechanisms. The national level work is all about getting child labor concerns into anti poverty programs and strategies and yet at the level of direct action programs, the IAs tend to be "one stop" solutions in which the NGO supplies all the inputs. This is not inconsistent with producing model approaches for later replication, if, like is the case of the Interaide project, their costs are low enough to be feasibly adopted by the State.

A crucial question to be answered by the project is are its NGO AP sustainable and replicable and/or are they producing models that can be sustained, replicated and scaled up? This is likewise a strategic perspective that needs to be discussed within the CNLTE and PACTE. Based on the evaluator's observations (over a short period), PACTE and CNLTE do not perceive their dependence on IPEC funding for direct action programs. NGO management of direct action programs is taken for granted; if indeed they are the primary delivery mechanism for community social services for combating child labor,

there should be strategic thinking about how to establish permanent funding mechanisms for enabling NGOs to continue to do this job. The project should address these issues in its exit strategy.

4. PROJECT SUSTAINABILITY

The project's sustainability matrix lists four indicators for project sustainability. They relate to how the project believes ownership for project strategies and activities will be transferred to national and regional counterparts. These are listed below along with general recommendations for reinforcing the project's support for the NAP and its overall sustainability.

1. Child Labor issues are integrated in the Madagascar Action Plan

The integration of the fight against child labor into the MAP is an excellent first step for legitimizing the cause and potentially mobilizing funds, but strong advocacy is needed to integrate child labor concerns into sector specific, regional and local development plans. In particular, if strategies to combat child labor do not make their way into regional and local development initiatives, all the policy work at the national level will have served very little in terms of having a real impact on the lives of children.

The project's multi pronged strategy for making this happen is good – the key elements are strong awareness raising and communication campaigns designed to mobilize public opinion against child labor, support for key institutions for the integration of child labor concerns in their work plans, creation and support of regional networks of child labor “activists”, and support for model direct action programs including community level child labor monitoring.

During the evaluation, on three occasions project counterparts in government committed to budgeting resources to fight child labor as a result of IPEC and IPEC partner interventions– a mayor of a commune near the capital, the district chief of Ambilobe and the regional chief of Boeny. Their verbal commitment is not enough – follow-up is needed but it is a good first step.

At the time of the evaluation, some parts of the Ministry of Labor in Madagascar were feeling discomfort about the Ministry of Population being named manager of the portion of the MAP under which child labor is listed. The tension arises out of fear that the historical role of the Ministry of Labor as a coordinating institution for child labor initiative may not be recognized. This is a legitimate concern; however, there was also some discomfort expressed about the role being played by other Ministries in combating child labor. Here, there is a need for IPEC Madagascar to clarify and highlight the cross cutting nature of the fight of child labor and the importance of mainstreaming the issue into the work plans of as many relevant Ministries and partner organizations as possible. The project is planning an analysis of public budget allocations for fighting child labor.

The same exercise should be used to identify different administrations' competencies relative to the fight against child labor and possible niches for resource mobilization activities.

2. The reform of the legal framework to consider child labor specific issues as part of the agenda of relevant ministries (Labour, Justice).

The AP with the Ministry of Justice is a well designed strategy to further the process of reforming laws and legislation. The existence of a unit within the Ministry of Justice specifically focused on judicial reform and children's rights is fortuitous. The AP also plans activities, to be undertaken by the Ministry itself, to train actors who play a role in enforcing laws, an initiative which is sorely needed. The AP also engages the Ministry in awareness raising activities to make the law known in the community where everyday practice and legal principles meet. *Because the AP has not started yet, it is not possible to make judgments on implementation but the plan is good.*

Community child labor monitoring committees are an important brick in the legal and social framework for protecting children and in particular for establishing effective mechanisms for referring children to appropriate social services.

3. The reforms of the educational (including vocational training) system take into account the specific needs of child laborers

The education system in Madagascar is suffering from huge deficiencies. The numbers are astonishing by most standards- less than 50% of all Malagasy children finish primary school! Clearly the system needs help taking into account the special needs of almost all children.

Although to date, no progress has been made on the national level, the direct action programs have implemented some potential models that may contribute to reforming the education system on which the project should capitalize and try scaling up. These include community managed school enrolment campaigns, after school tutoring and psycho social support programs, community day care/pre school, school feeding programs, and after school or in school civic education programs.

In regards to its work to contribute to reforms in the vocational training sector, the project hasn't made significant progress to date, even in its direct action programs – other than to point out that there is indeed a huge gap in vocational training services for children who do not have at least a primary school education and to advocate for the admission of children without the prerequisites in specific cases in association with direct action programs.

If they exist, the project should join education working groups that focus on improving school enrolment and retention for all school aged children rather than treating the “special needs of child laborers” as a separate issue at this time. In so doing, the project may be able to leverage contributions from other organizations for its advocacy, technical

and direct action work. The same recommendation is valid in regards to vocational training initiatives. The project needs to associate itself with larger movements for reform.

4. Relevant government authorities at central level (CNLTE, Ministries) and at local level (Regions) are directly involved in the design, monitoring, implementation of the project's interventions so to be in a position to replicate them as models.

One of the most promising project contributions is IPEC's technical and material assistance for the CNLTE and the PACTE, and for the creation and support of regional structures – CRLTE and ORTE. For the latter, the establishment of IPEC focal points in four project regions is a strategy with big potential; it will have its greatest impact if the focal points do not replace existing regional counterparts as IPEC's primary partners but are used to reinforce their capacity and to advocate for the integration of child labor concerns in regional and local development plans. The PACTE AP is likewise a well conceived strategy for empowering the PACTE to fulfill its role in regional and local capacity building and advocacy activities.

The project APs that support the Ministry of Labor, the Ministry of Justice, and the Ministry of Education to “learn by doing” are also smart. No amount of training can adequately replace experience. However, while they look great on paper, most of these strategies are only now becoming operational and with 20 months left to go in project implementation, time is short. In fact, this is a potentially large challenge because the APs rely on the reactivity and productivity of public institutions, institutions that traditionally have all sorts of administrative and bureaucratic impediments to moving quickly. Still, there is no other appropriate way to move forward in a sustainable fashion than to work with the national and regional institutions that form the long term framework for eliminating child labor in Madagascar.

5. GENERAL CONCLUSIONS

The initial delays in project implementation were an impediment to getting the NAP off the ground. There is no lack of national commitment for the NAP in Madagascar; rather, assistance is needed to move from the broad NAP strategies to designing and implementing work plans. Since 2007, IPEC Madagascar project implementation has accelerated substantially and progress is being made against most of the critical indicators, all of which relate to supporting the NAP. The time remaining in the project is short and there is still a lot to do; even without implementation delays, four years is a short period of time to effectively support such a complex action plan. The strategic orientations put in place by the current project management team are sound and current momentum is in the right direction.

The following points summarize key evaluation recommendations:

-Relative to activities to expand the knowledge base, the project and project partners should be as concerned about how child labor data (product of the national survey), studies and good practices will be diffused and used as by collecting information, producing and stocking the data and elaborating reports. Research, awareness raising, advocacy and direct action should converge or excellent data collection activities will have a very limited impact.

-There are strong economic forces that are driving Malagasy families to use their children as part of their short term survival strategy that no amount of awareness raising or better laws can overcome. Synergies with initiatives that offer viable and long term alternatives to child labor, not only at the policy level, but also at the level of direct action programs must be sought. Project supported direct action programs should not be stand alone, “turn key” solutions implemented by NGOs and that depend entirely on IPEC funding. The dependence of direct action programs on IPEC is dangerous for sustainability.

-The direct action programs are designed to withdraw, prevent and rehabilitate children from child labor. Yes! But they are also designed to develop *model* approaches for *replication* and *scaling up* with resources other than from IPEC. This is a strategic perspective that needs to be discussed within the CNLTE and PACTE. Decision makers should not only be asking “how many children” but “with what models, and how can we replicate them?”

-While addressing the particular evils, specific challenges and special solutions to child labor, the project should avoid compartmentalizing child labor as an issue separate from broader child welfare and protection movements, education reform initiatives and anti-poverty strategies and programs. The excellent advocacy work of project personnel and partners which resulted in the integration of child labor as a priority social problem to be addressed in the MAP should be used to capitalize on synergies with programs in a variety of sectors with diverse public and private partners. In particular, the project should seek closer convergence with national and regional child welfare strategies and organizations in order to strengthen community enforcement mechanisms and referral systems. The MOU between IPEC Madagascar and UNICEF is a good instrument to begin this process.

ANNEX A EVALUATION TERMS OF REFERENCE



**International Programme on the Elimination of Child Labour
ILO/IPEC**

**Final Version: Basis
for Contract
October 2007**

**Terms of Reference
For
Independent Mid-term Evaluation
Combating the Worst Forms of Child Labour in Madagascar
(WFCL) – IPEC’s contribution to the National Plan of Action
to Eliminate Child Labour**

ILO Project Code	MAG/04/P50/USA
ILO Project Number	P250.13.133.050
ILO Iris Code	12476
Country	Madagascar
Duration	51 months
Starting Date	September 2004
Ending Date	December 2008
Project Locations	Madagascar
Project Language	French/English
Executing Agency	ILO-IPEC
Financing Agency	US DOL
Donor contribution	USDOL: US \$4, 750,000

I. Background and Justification

1. The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. A **TBP** is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified WFCL in a given country within a defined period of time. It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. ILO, with the support of many development organizations and the financial and technical contribution of the United States' Department of Labor (USDOL) has elaborated this concept based on previous national and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified C. 182 to implement comprehensive measures against WFCL.²⁰
3. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee **decent work** for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the Time-Bound Programme should be analyzed.
4. The most critical element of a TBP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. The TBP process in Madagascar is one of 19 programmes frameworks of such nature that are being supported by IPEC at the global level.²¹

²⁰ More information on the TBP concept can be found in the Time Bound Program Manual for Action Planning (MAP), at <http://www.ilo.org/childlabour>.

²¹ The term "national TBP" normally refers to any national programme or plan of action that provides a strategic framework for or plan for the implementation of Convention 182 on the worst forms of child labour. TBP is a generic term for such frameworks and for a concept or proposed general approach which will be used in different ways in different national contexts. In many cases the terminology TBP is not used even though the process and the framework will have many of general characteristics of the approach.

5. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee **decent work** for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the Time-Bound Programme should be analyzed.
6. ILO Decent Work Country Programmes (DWCPs) are being introduced in ILO to provide a mechanism through which to outline agreed upon priorities between the ILO and the national constituents partners within a broader UN and International development context. For further information please see <http://www.ilo.org/public/english/decent.htm>
7. The DWCP defines a corporate focus on priorities, operational strategies as well as a resource and implementation plan that complement and supports partner plans for national decent work priorities. As such DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning gradually introduced in various countries planning and implementing frameworks.

Government of Madagascar Background

8. Madagascar began addressing the issue of child labour in 1998 through the creation of a National Steering Committee for the Elimination of Child Labour (CDN). Madagascar then ratified **ILO Convention 138**, fixing the minimum age for admission to employment at 15 in 1998. The Government of the Republic of Madagascar ratified **ILO Convention 182** in 2001. Since then ILO/IPEC, the government and national NGOs implemented pilot programmes to test some methods for eliminating the worst forms of child labour. In 2002 an intersectoral working group was established to provide more focussed technical support for the fight against child labour (Groupe de Travail Interdisciplinaire de Coordination GTIC). The Ministry of Civil Service, Labour and Social Laws has taken the lead role for the fight against child labour within the Government. In 2004 studies were carried out on domestic workers and children in precious and semi-precious stone mines.
9. In preparation for the design and implementation of the **National Action Plan (NAP)** the Ministry of Labour created a special division for the Prevention, Abolition and Control of Child Labour (PAC Travail des Enfants) in early 2004 to address child labour issues directly and concretely. The process culminated in a series of workshops and meeting during the first six months of 2004 to design the NAP which was formally approved in a national workshop with representatives from all provinces and different development sectors in June 2004. Recent policy documents provided opportunities for linking the NAP to development strategies such as the **Poverty Reduction Strategy Paper (PRSP)**. The PRSP is the principal document guiding development initiatives in Madagascar and mentions the child labour issue, however specific objectives for its elimination had not been included at the time of the design of the IPEC project.

ILO/IPEC has formulated the TBP concept and approach based on the work of ILO and partners. ILO/IPEC is providing support to the TBP process as in the different countries through “projects of support”, which is seen as one of the many component projects, interventions and development partner support to the TBP process.

10. The National Action Plan identified four categories of worst forms of child labour requiring immediate intervention:
 - A. Commercial sexual exploitation of children (CSEC) and related activities
 - B. Domestic work
 - C. Stone quarry work and precious and semi-precious stones mining
 - D. Children in hazardous and unhealthy labour in the rural and urban informal sector
11. The NAP proposes to deal with these WFCL requiring immediate intervention through five main strategies consisting of:
 - Development and capacity strengthening of the institutional apparatus for the fight against child labour with priority to its worst forms
 - Improvement of the legal and judicial framework
 - Improvement of the living conditions and income of families at risk of placing children in WFCL
 - Improvement, reinforcement, and promotion of children's access to quality education
 - Reinforcement and improvement of awareness raising and social mobilisation regarding child labour with priority to WFCL

Project Approach and Strategies

12. The IPEC project of support to the NAP is being implemented in cooperation with the Government and together with the representatives of tripartite partners, civil society and development partners. The project aims to work at two levels to ensure that the Time Bound Programme for Madagascar as rendered concrete in the NAP can meet its objectives. The first level strategy consists of strong support to improve the enabling environment so that at the second level, models of intervention to prevent, withdraw and rehabilitate children in WFCL can have the desired sustained impact.
13. The first level or first **strategic component** deals with the upstream work in developing the institutional framework and rendering the **enabling environment** conducive to furthering work on WFCL. The project supports efforts to strengthen the institutional framework through continuous technical and organisational development input by project management. The project is also assisting in the improvement of the legal framework and law and regulations enforcement. The project is also providing technical support for the development of a solid knowledge base on child labour in Madagascar including monitoring and evaluation of the achievements in the elimination of WFCL. The IPEC project is also planning a large-scale campaign to create awareness and social mobilisation in coordination with the Government.
14. The project also consists of a **strategic component on development of models of interventions**. This is the direct action component to prevent, withdraw and rehabilitate 14,000 children in WFCL to assist children to gain access and benefit from the improved enabling environment in the education sectors as outlined above. Other direct action interventions include counselling, economic empowerment of vulnerable families, awareness raising, social mobilisation, and creation of synergies with other local development interventions.
15. The IPEC project of support to the NAP provided a vital impetus to the launching of the National Action Plan. The present project aims to provide support to all the major

strategies identified in the NAP for Madagascar. Although the project does not cover every component in detail, support is being provided for specific components both at the national level as part of the creation of the enabling environment and at the local level, through direct action interventions with children and families. See figure below.

16. There are six immediate objectives of the project

Immediate Objective One: The knowledge base for planning, designing, implementing and monitoring and evaluation child labour interventions in Madagascar has been enhanced.

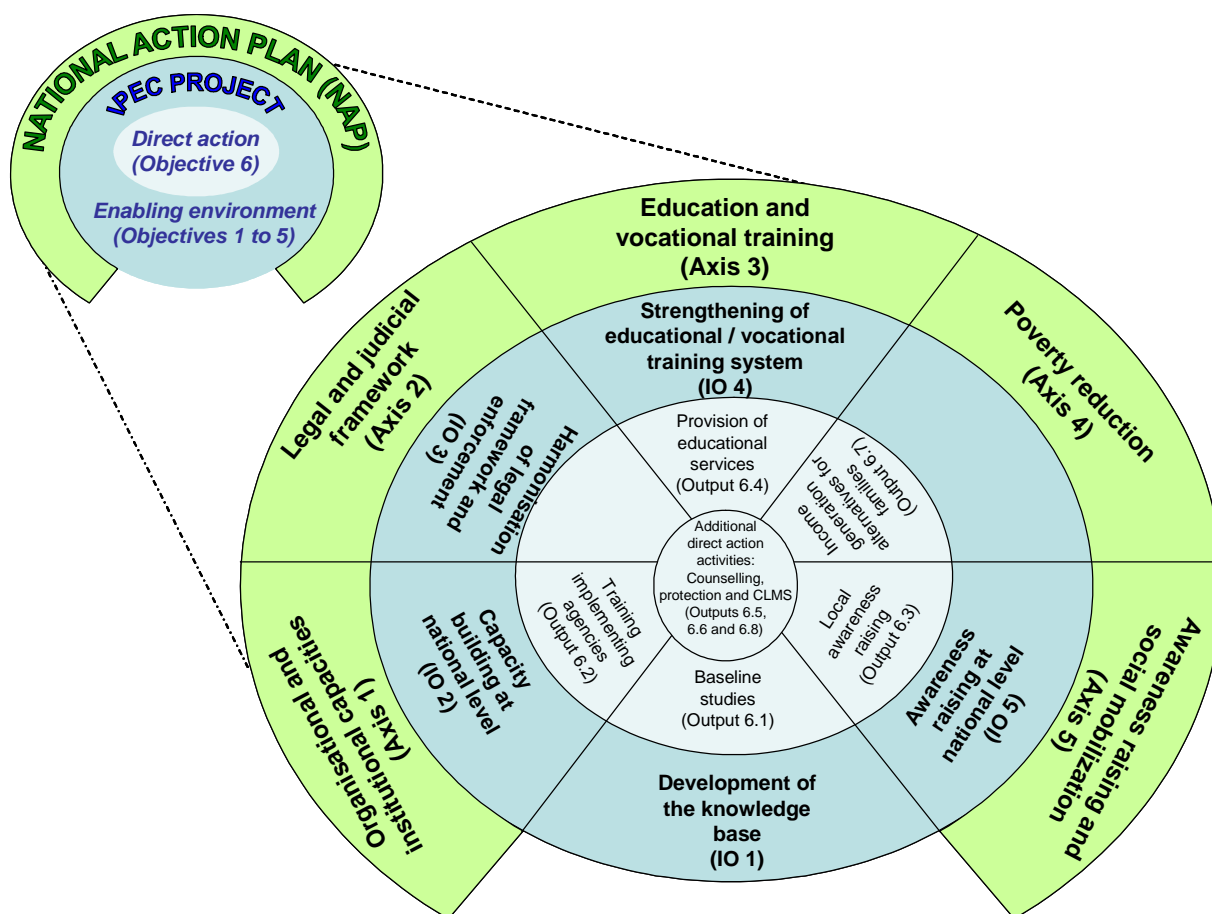
Immediate Objective Two: National Capacity to combat the worst forms of child labour enhanced

Immediate Objective Three: The legal framework for addressing child labour issues is harmonised, reinforced and applied effectively.

Immediate Objective Four: The capacity of the education/vocational training system to attract and retain children at risk of child labour has been strengthened.

Immediate Objective Five: Malagasy society is aware of the negative consequences of WFCL

Immediate Objective Six: Effective model interventions developed for prevention, withdrawal, and rehabilitation of boys and girls from the WFCL.



Evaluation Background

17. As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out three months prior to the scheduled date of the evaluation. The mid-term evaluation was originally scheduled for November 2006, however due to local situations and the process of implementation of the project including a change in project management, the mid-term evaluation was re-scheduled to June 2007. The present Terms of Reference is based on the outcome of this process and inputs received in the course of the consultative process.

II. Scope and Purpose

Scope

18. The evaluation will cover the present IPEC project of support and its achievements and its contribution to the overall national efforts to achieve the elimination of WFCL especially through the national National Action Plan framework in Madagascar. The evaluation should **focus on all the activities that have been implemented since the start of the project to the moment of the field visits.**

19. The scope of the present IPEC evaluation includes all project activities to date including Action Programmes. The evaluation should look at **the project as a whole**, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for future programmes and any specific recommendations for use in the project of support to the NAP.
20. The contribution of IPEC to the national TBP process normally covers the promotion of an enabling environment, and the role of technical advisor or facilitator of the process of developing and implementing the national TBP strategic programme framework. In order to access the degree to which this contribution has been made, the evaluation will have to take into account relevant factors and developments in the national process. The focus of the evaluation however will be on the IPEC project in support of the National Action Plan of Madagascar.

Purpose

21. The mid-term evaluation should serve primarily as a **learning tool** for the project management team and IPEC. The main purpose of the mid-term evaluation is to i) review the ongoing progress and performance of the project (extent to which immediate objectives have been achieved and outputs delivered), ii) to examine the likelihood of the project achieving its objectives and iii) to examine the delivery of the project inputs/activities and iv) an investigation on nature and magnitude of constraints, the factors affecting project implementation and an analysis of factors contributing to the project's success.
22. The mid-term evaluation should provide all stakeholders with information to assess and possibly revise work plans, strategies, objectives, partnership arrangements and resources. It should identify the potential impact on mainstreaming policy and strategies and suggest a possible way forward for the future. Specifically it should evaluate the mainstreaming strategy and structures in place and mechanisms to reach the IPEC project of support's project objectives, whether they are the most effective and how they could be improved. The evaluation should further explore and suggest ways to improve the extent of active involvement and support of government departments and other social partners to the IPEC project.
23. It should be conducted with the purpose to draw lessons from experience gained during the period, and how these lessons can be applied in programming future activities within the framework of the existing support programme to the NAP, for other existing or planned ILO/IPEC interventions as well as in broader terms of action against child labour in the region. Finally the evaluation should aim to identify any emerging potential good practices.
24. The evaluation will also involve a review of the role of the IPEC project in promoting the National Action Plan as an overall TBP framework in Madagascar to identify any needed changes in its strategy, structure and mechanisms. The analysis should focus on how the TBP concept and approach was promoted, how it was used, how it was relevant, how it has contributed to mobilizing action on child labour, what is involved in the process of designing, managing and implementing a TBP process type of approach and what the IPEC project has done for the process. The focus however will be on the IPEC project as key component of the National Action Plan as a national TBP framework.

25. Given that the broader TBP approach is relatively young (since 2001), the innovative nature and the element of “learning by doing” of the approach should be taken into account. The TBP concept is intended to evolve as lessons are learned and to adapt to changing circumstances. The identification of specific issues and lessons learned for broader application for the TBP concept, as a whole, would be a particular supplementary feature of this evaluation.
26. The results of the evaluation will be used as part of strategic planning and possible orientation for further phases of the various projects, including models of interventions. The results should also be used by IPEC to design future programmes and allocate resources.

III. Suggested Aspects to be Addressed

27. The evaluation should address the overall ILO evaluation concerns such as **relevance, effectiveness, efficiency** and **sustainability** as defined in the *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects* and for gender concerns see: *ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, January 1995*. The following are the broad suggested aspects that can be identified at this point for the evaluation to address. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section (DED). The evaluation instrument prepared by the evaluator will indicate, upon completion of the desk review, the selected specific aspects to be addressed in this evaluation.
28. The evaluation will be conducted following UN evaluation standards and norms.
29. In general, it is of key importance that the mid term evaluation opens the doors and causes discussions on the engagement of partners, communities, families (where relevant) and governmental organizations. In particular, the evaluation will review levels of complementarities and synergy between the activities carried out by various partners, such as between development agencies (UN agencies such as UNICEF, World Bank as examples); between ministries: ministries of social development / welfare, labour, education, planning; ministries of economy and finances; between ILO and IPEC projects and programmes (French funded IPEC country programme in Madagascar, ILO/HIMO programme IFP/SKILLS, ITC-Turin) between the authorities of local level and national level; and between agencies of implementation.

Design

- Assess whether the project design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders.
- Assess the internal logic of the project and the external logic of the project (degree to which the project fits into existing mainstreaming activities that would impact on child labour).

- Analyze whether available information on the socio-economic, cultural and political situation in Madagascar was taken into consideration at the time of the design and whether these were taken into consideration and reflected in the design of the programme.
- To what extent were external factors identified and assumptions identified at the time of design?
- Assess whether the problems and needs were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.
- How well did the project design take into account local efforts already underway to address child labour and promote educational opportunities for targeted children and existing capacity to address these issues?
- Are the time frame for project implementation and the sequencing of project activities logical and realistic? If not, what changes are needed to improve them?
- Is the strategy for sustainability of impact defined clearly at the design stage of the project?
- How relevant are project indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring impact.
- What lessons were learned, if any, in the process of conducting baseline survey for the identification of target children?
- Were the objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
- Are the linkages between inputs, activities, outputs and objectives clear and logical? Do the projects designed under the programme provide clear linkages and complement each other regarding the project strategies and project components of intervention? Specifically regarding:
 - Programme strategies:
 - Policy, programme planning, research and documentation;
 - Capacity building
 - Model Interventions (Target social partners and children and parents (direct action))
 - Programme Component of Intervention:
 - Development of the knowledge base
 - Capacity building at the national level;
 - Harmonisation of legal framework and enforcement;
 - Strengthening of educational/vocational training system
 - Awareness raising;

Achievements (Implementation and Effectiveness)

- Examine the preparatory outputs of the delivery process in terms of timeliness and identifying the appropriate resources/persons to implement the process.
- Assess the effectiveness of the programme i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- Examine delivery of project outputs in terms of quality and quantity; were they delivered in a timely manner?
- Assess whether the project has achieved its intended outputs at this time in project implementation and whether it will be possible to achieve its objectives, especially in

- regards to meeting the target of withdrawing and preventing children by means of the pilot interventions.
- Assess the criteria for selecting beneficiaries for the project.
 - Review whether the technical guidance provided by project staff, partner organizations and relevant ILO units was adequate.
 - Examine the National Steering Committee (NSC) mechanism (Programme Advisory Committees on Child Labour in the BLNS countries and the Implementation Committee of the). How did this structure participate in terms of programme implementation? How effective has it been in carrying out its duties?
 - Assess the results of the relationship between the NSC and the implementing agencies, what is their collaboration.
 - Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels.
 - Do the IPEC programme and programme partners understand the definitions and their use (i.e. withdrawal and prevented, in the pilot projects) and do the partners have similar understanding of the terminology used? Please assess whether the programme is accurately able to report on direct beneficiaries based on partners' understanding of the definitions/terminology.
 - Assess the level of government involvement in the project and how their involvement with the project has built their capacity to continue further work on the future NPA.
 - How effective has the programme been at stimulated interest and participation in the programme at the local and national level?
 - Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed projects.
 - Assess the effectiveness of the different projects (action programmes) implemented and their contribution to the immediate objectives of the programme. Has the capacity of community level agencies and organizations in been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour? Will the entire target population been reached? Are the expected outputs being delivered in a timely manner, with the appropriate quantity and quality?
 - How effective is the process by which project approvals are reviewed and approved and resources ultimately allocated?
 - Which are the mechanisms in place for programme monitoring? Please assess the use of work plans and project monitoring plans (PMPs), processes or systems.
 - Evaluate the progress of the programme's data collection strategies specifically its plans to collect information on the number of child workers in major industry sectors and integrate the findings into government policy.
 - How did factors outside of the control of the programme affect programme implementation and programme objectives and how did the project deal with these external factors?
 - Assess the progress of the programme's gender mainstreaming activities.
 - What kinds of benefits have the target beneficiaries gained so far?
 - How effective are the strategies being implemented for child labour monitoring? Are initiatives on child labour monitoring likely to be sustainable?

- Analyse how IPEC activities to the NAP and other IPEC programmes in the programme countries coordinate with each other and with sub-regional initiatives? Are interventions complementary or competitive? Are there synergies of impact and resource sharing initiatives in place? How do these relationships affect implementation?
- How effectively has the programme leveraged resources (e.g., by collaborating with non-IPEC initiatives and other programmes launched in support of the NAP thus far?
- How successful has the programme been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion and poverty reduction?
- How relevant and effective are the studies commissioned by the programme in terms of affecting the national debates on education and child labour?
- Assess the process for documenting, disseminating and replicating/up-scaling pilot projects.
- Examine how the ILO/IPEC programme have interacted and possibly influenced national level policies, debates and institutions working on child labour.
- Assess to what extent the planning, monitoring and evaluation tools have been promoted by the programme for use at the level of NAP and by other partners.
- Assess the influence of the programme on national data collection and poverty monitoring or similar process.
- Assess the extent to which the ILO/IPEC programme of support has been able to mobilize resources, policies, programmes, partners and activities to be part of the NAP.
- To what extent are rapid appraisals, policy papers, discussion documents, and other forms of project research shared with relevant stakeholders and linked to project activities?
- Identify whether actions have been taken to ensure the access of girls/other vulnerable groups to services and resources.

Relevance of the Programme

- Examine whether the programme responded to the real needs of the beneficiaries.
- Validity of the programme approach and strategies and their potential to replicate.
- Assess whether the problems and needs that gave rise to the programme still exists or have changed.
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the programme based on the finding of baseline surveys.
- How is this programme supporting and contributing to the NAP? Do local stakeholders perceive the country's NAP as different and broader than the IPEC project of support to the NAP?
- How does the strategy used in this project fit in with the NAP, national education and anti-poverty efforts, and interventions carried out by other organizations? Does the programme remain consistent with and supportive of the NAP?
- Does the strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government?

Sustainability

- Assess to what extent a phase out strategy has been defined and planned and what steps are being taken to ensure sustainability. Assess whether these strategies have been articulated/explained to stakeholders
- Assess what contributions the project has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the project to partners.
- Assess the long-term potential for sustained action and involvement by local/national institutions (including governments) and the target groups.
- Examine whether socio-cultural and gender aspects endanger the sustainability of the project and assess whether actions have been taken to sensitize local institutions and target groups on these issues.
- Assess project success in leveraging resources for ongoing and continuing efforts to prevent and eliminate child labour in the context of the NAP. Analyse the level of private sector / employers' organizations support to the NAP, paying specific attention to how these groups participate in project activities.

Special Aspects to be Addressed:

- Examine the extent and nature to which the ILO/IPEC project of support has provided key technical and facilitation support to the further development, enhancement and implementation of the NAP.
- In addition to the general lessons learned and recommendations provide specific lessons and recommendations on how to integrate the lessons from the project into planning processes and implementation for the NAP as a TBP approach in Madagascar, particularly focusing on identifying elements of emerging effective models of interventions.
- How was the Strategic Programme Impact Framework or similar strategic planning approaches used as a national planning process with national key stakeholders?

IV. Expected Outputs of the Evaluation

30. The expected outputs to be delivered by the evaluator are:

- A desk review
- Evaluation instrument prepared by the evaluator reflecting the combination of tools and detailed instruments needed to address the range of selected aspects to address and considering the need for triangulation
- Field visit to Madagascar by the evaluator
- Stakeholder workshops facilitated by the evaluator in Antananarivo including pre-workshop programme and briefing note
- Draft evaluation report. The evaluation report should include stakeholder workshop proceedings and findings from the field visit by evaluator
- Final Report including:
 - ✓ Executive Summary with key findings, conclusions and recommendations
 - ✓ Clearly identified findings
 - ✓ Clearly identified conclusions and recommendations
 - ✓ Lessons learnt

- ✓ Potential good practices and effective models of intervention.
- ✓ Appropriate Annexes including present TORs
- ✓ Standard evaluation instrument matrix

31. The total length of the report should be a maximum of 50 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.
32. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
33. The final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

V. Evaluation Methodology

34. The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.
35. The evaluation team will be asked to include as part of the specific evaluation instrument to be developed, the **standard evaluation instruments** that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the projects (Action Programmes) to the programme.
36. The methodology for the evaluation should consider the multiple levels involved in this process: the framework and structure of the national efforts to eliminate the WFCL in Madagascar (the National Action Plan), and IPEC's support to this process through this project. Data gathering and analysis tools should consider this methodological and practical distinction.
37. The evaluation will be carried out using a desk review of appropriate materials, including the project documents, progress reports, outputs of the project and action programmes,

results of any internal planning process and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant will prepare a brief document indicating the methodological approach to the evaluation in the form of the evaluation instrument, to be discussed and approved by DED prior to the commencement of the field mission

38. The evaluation team will undertake field visits to project locations in Madagascar and interviews with project partners and implementing agencies and a workshop. The workshop will be attended by IPEC staff and key partners, including the donor as appropriate, as an opportunity for the evaluation team to gather further data, as appropriate present the preliminary findings, conclusions and recommendations and obtain feedback. This meeting will take place towards the end of the fieldwork. The results of this meeting should be taken into consideration for the preparation of the draft report. The consultant will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be under the responsibility of the project team. Key project partners should be invited to the stakeholder workshop.
39. The evaluation team leader will interview the donor representatives and ILO/IPEC HQ and regional backstopping officials through a conference call early in the evaluation process, preferably during the desk review phase.
40. The evaluation will be carried out by an evaluation consultant that previously has not been involved in the project. The evaluator is responsible for drafting and finalizing the evaluation report. The evaluation draft report will be translated into French for distribution to the stakeholders in Madagascar. The final version will be translated into French upon finalization. The evaluator will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and compliance with deadlines.
41. The background of the **evaluator** (International Consultant) should include:
 - Relevant background in social and/or economic development.
 - Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects.
 - Experience in evaluations in the UN system or other international context as team leader
 - Relevant regional experience preferably prior working experience in Madagascar.
 - Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated.
 - Experience at policy level and in the area of education and legal issues would also be appreciated.
 - Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF.
 - Familiarity with and knowledge of specific thematic areas.
 - Fluency in English and French is essential
 - Experience facilitating workshops for evaluation findings.

42. The evaluator will be responsible for undertaking a **desk review** of the project files and documents, undertake **field visits** to the project locations, **and facilitate the workshops**.
43. The evaluator will be responsible for **drafting** the evaluation report. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for **finalizing** the report **incorporating** any comments deemed appropriate.
44. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the project office in Madagascar and with the administrative support of the ILO office in Antananarivo. DED will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.
45. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the **UN evaluation standards and norms**.

ANNEX B EVALUATION FIELD VISIT SCHEDULE

Evaluator's Schedule MTE November 2007

	<u>Monday 05/11</u>	<u>Tuesday 06/11</u>	<u>Wednesday 07/11</u>	<u>Thursday 08/11</u>	<u>Friday 09/11</u>
AM	10:00 Briefing IPEC 12:30 : Lunch with Project Management Team	AM Départ pour Diégo, Diana Region 10.00 : Meeting with Assistant "Chef de Region" followed by CRLTE	9:30 : Field Visit Ambilobe PA9.SOAMANEVA (visit w/local authorities, schools)	AM Return to Tana 12:30 Meeting with ILO Regional Office Interim Director	9:00 : Field Visit PA6.FIVOARANA (Accompanied by Communications Consultant) Lunch with IPEC Project Management Team
PM	14:30 Field Visit PA7.SAROBIDY	15 :00 -17:30 : Field Visit PA10.STOP SIDA	1Continuation of field visit PA9.SOAMANEVA	14:30 Meeting with US Embassy officials	13 : 30 : Field Visit PA14.INTER AIDE
	<u>Monday 12/11</u>	<u>Tuesday 13/11</u>	<u>Wednesday 14/11</u>	<u>Thursday 15/11</u>	<u>Friday 16/11</u>
AM	10:00 Meeting with PACTE Unit	8:00 : Field Visit PA8. MANIRISOA	6 AM Departure Majunga 8:30 Field Visit PA12.APB 10 : 00 : Meeting with Chef de Région Boeny 11 : 00 : Meeting with CRLTE	9:00-16:30 : Stakeholder Workshop à l'INTH	Meeting with CNLTE, Secretary General and Minister of Labor
PM	15:00 Meeting with UNICEF	14:00 Meeting with INSTAT (Institut National de la Statistique) 15:30 Meeting with MFF Confirmed	Lunch with Implementing Agency, members of CRLTE and Region Chief	Workshop continued	Debriefing with IPEC Briefing on DBMS

Légende:

CRLTE: Comité Régional de Lutte contre le Travail des Enfants
 CNLTE: Comité National de Lutte contre le Travail des Enfants
 PACTE: Prévention, Abolition et Contrôle du Travail des Enfants
 FMF: Malagasy Federation of Football
 INSTAT: Institut National de la Statistique

ANNEX C REPORT ON STAKEHOLDERS' WORKSHOP

MTE Stakeholders Workshop Workshop Report November 15, 2007

Approximately 30 partners of IPEC Madagascar attended the opening of the workshop (see participant list) and $\frac{3}{4}$ to $\frac{1}{2}$ of these participants, representing the key implementing partners, participated in the working groups through the closing presentations.

The objectives of the workshop were presented as follows:

- ❖ Exchange information ;
- ❖ Evaluate progress to date (NAP and IPEC's support to the NAP) ;
- ❖ Share Emerging Good Practices ;
- ❖ Reflect possible future strategies to reinforce successes.

The workshop methodology encouraged the active participation of all who attended (see program) and took a positivist approach (focusing on successes, good practices and accomplishments; identifying solutions to problems).

The Interim director of the ILO regional office and the Secretary General of the Ministry of Labor opened the proceedings. The Secretary General's speech reflected his deep personal engagement in the process which resulted in the NAP and his desire to see progress against its objectives; he requested feedback from the participants on how to strengthen the contributions of the institutions mandated to coordinate implementation – the CNLTE, the PACTE and its regional counterparts.

The first exercise of the workshop asked participants to share an accomplishment relative to their personal participation in combating child labor in Madagascar for which they were proud. The following are some examples of responses:

- I helped some children to study instead of work.*
- My contribution to the development of the National Action Plan as well as regional action plans to combat child labor.*
- The role I played in the mobilization of institutional partners and local NGOs as well as the public at large through awareness raising campaigns.*
- The role I played in the integration of the fight against child labor in the MAP.*
- We have been able to raise the awareness of the public, in particular through a radio civic education programs.*
- The role I play in the active participation of the Ministry of Justice in developing legal texts related to child labor within the context of the Reform Commission for Children's Rights.*

-I contributed to a large number of very poor child laborers being aware that their rights are important and informing their employer about their rights.

-I have been able to raise people's awareness about the WFCL through the work of my NGO.

-I contributed to changing the lives of young child laborers by raising the awareness of their parents about children's rights.

-My contribution to raising families' income so that their children are not obliged to work every day

-I have explained to street children about the importance of going to school and that they are not there to earn money for their parents. I attended an international conference where I called upon African leaders to stop using children as soldiers.

Three thematic working groups were organized. The themes were linked to the primary components of the NAP and the IPEC support project:

- Reinforcing the institutional and legal frameworks to combat WFCL
- Awareness Raising, social mobilization and improving the knowledge base about WFCL
- Direct Action for the Prevention, Withdrawal and Economic and Social Reintegration of children engaged or at risk of engagement in WFCL

The groups were asked to:

- Identify major accomplishments
- Identify the primary impediments
- Identify a « success story » and explain why it is a success

Below is a summary of the working group presentations.

Group 1 Institutional and legal frameworks to combat WFCL

LEGAL FRAMEWORK

Major accomplishments:

- Minimum age for admission to employment raised to age 15
- The adoption of the decree relative to child labor
- The decree relative to the creation and organization of the ORTE
- The decree relative to the creation and organization of the CNLTE

Impediments

- Laws are not sufficiently well known by citizens and in particular authorities charged with the application of the texts
- No strategies for communication and awareness raising

- Problem of cultural attitudes about children's work

INSTITUTIONAL FRAMEWORK

Major accomplishments

- Creating and rendering operational the PACTE
- Establishment of the CNLTE and the CRLTE
- Preparation of the establishment of the ORTE

Impediments

- Lack of financial and material means
- Lack of human resources
- Organizational problems linked to the nomination of CNLTE members who are not motivated as well as frequent turnover on the CNLTE (Proposal made that the Child Labor become a presidential initiative and be elevated to the level of a dedicated commission under the Prime Minister – like AIDs initiative)
- Lack of coordination of CNLTE activities
- Absence of concrete CNLTE work plans
- Actions are punctual rather than continuous
- Monitoring and evaluation insufficient

Success Story

Integration of a component on child labor in the MAP – recognized the fight against CL as a national priority

AWARENESS RAISING, SOCIAL MOBILIZATION, INCREASING THE KNOWLEDGE BASE

Major accomplishments:

- Development of Action Programs with partners
- TV and radio programs on CL
- Celebration of World Day Against CL
- Training of Key Partners
- Elaboration of reports and communication supports on CL
- Awareness raising sessions with authorities at different levels
- Diffusion of studies done on studies on WFCL

Impediments

- Difficult economic conditions make it difficult to convince families that CL is not necessary – resistance from families
- Local traditions and social mores conflict with ideas conveyed in awareness raising campaigns

- Lack of resources (financial, human and material) are insufficient to detail information
- Lack of clarity of the role of different structures (CNLTE, IPEC) in the implementation of communication strategies
- Lack of leadership within responsible institutions
- Communication tools are not always adapted to different target audiences
- Weak media strategy
- Lack of professionalism in the organizing committees for awareness raising campaigns
- Insufficient local financial contributions as well as local ownership
- Insufficient reach of awareness raising activities
- Delays in the allocation of funds (by IPEC)

Success Story

A street child that was reached through the June 05 World Day Campaign; he was integrated into a direct action program and received counseling, obtained birth certificate, enrolled in literacy program and transitioned into formal schooling program.

Factors that led to the success – the child centered activities organized during the awareness raising campaign responded to the expectations and needs of the child. The child was open to changing his life with assistance.

DIRECT ACTION FOR THE PREVENTION, WITHDRAWAL

Major accomplishments:

- Engagement of regional and local authorities (Education, Health, Local Governance)
- Change in the behavior of Employers following social mobilization activities – children withdrawn
- Children reinserted in school or shelters because of project interventions (transitional education programs, medical services, help getting birth certificate), orientation to vocational training
- Counseling centers for children and their families to help them identify alternatives to CL, life strategies
- Improvements in the life conditions of families through Income Generating Activities
- Establishment of local CL monitoring committees integrating local authorities, school directors and teachers, parents, employers.

Impediments

- Vocational training programs have high minimum education standards for admittance – especially hard to find programs for out of school boys
- Action programs should have started earlier relative to the back to school period
- There are not enough structures delivering non formal education and literacy programs
- The school material kits offered by the Ministry of Education arrive late relative to the start of school; there is no special targeting mechanism for children withdrawn from CL

- Family Planning is not integrated into action programs while large families is an important contributing factor to CL
- Child Labor is so deeply rooted in local culture that it requires time to change the mentality and behaviors of parents, employers and children
- The alternatives available to parents to replace the income earned by their children are limited – more support for income generating activities is needed
- The slow process of disbursing funds by IPEC creates distortions in project implementation

Success Story 1

Story of a child withdrawn from CL and integrated into a vocational training program (auto mechanics) who elected to (and was able to) continue his studies after the project sponsored program ended. A critical factor in this success story was the psycho-social support offered to the child in the program counseling center.

Success Story 2

The mayor of Talata Volomandry (rural commune outside Tana) committed to integrating CL into his communal development plan budget and the engagement of *fokatany* authorities in local monitoring committees. The factors for the success include: the good reputation of the NGO partner, good local governance and a lot of advocacy and patience.

Each working group presentations was followed by discussion and questions from participants of other groups.

The evaluator presented her preliminary findings and recommendations as the final event in the workshop.

ANNEX D MOU ILO/IPEC MADAGASCAR AND UNICEF MADAGASCAR



Bureau International du Travail



MEMORANDUM OF UNDERSTANDING

Dans le cadre des mandats respectifs du Fonds des Nations Unies pour l'Enfance (UNICEF) et de l'Organisation internationale du Travail (OIT), notamment en ce qui concerne la protection de l'enfance et la lutte contre le travail des enfants, les bureaux de l'OIT et de l'UNICEF à Madagascar conviennent d'élaborer un MOU afin d'organiser leur collaboration et contribution aux objectifs communs non seulement dans le cadre de l'UNDAF, mais également dans le cadre des politiques et programmes nationaux.

A cet effet, l'UNICEF et l'OIT conviennent de coopérer ensemble dans les domaines suivants:

1. Appui aux politiques et programmes nationaux

A travers des programmes conjoints ou des groupes de travail périodiques, l'OIT et l'UNICEF contribueront à l'intégration et/ou renforcement des questions relatives aux droits des enfants et à l'interdiction du travail des enfants dans les politiques et programmes nationaux, chaque fois que cela est possible et nécessaire. Cette contribution conjointe se fera également dans le cadre du CCA/UNDAF.

2. Appui à la mise en oeuvre des objectifs spécifiques des agences.

Dans le cadre de la mise en œuvre des mandats respectifs, les deux agences pourront solliciter l'expertise dont elles disposent, notamment à travers les projets de coopération technique en cours d'exécution.

3. Harmonisation des actions communes en faveur du pays.

Les secteurs prioritaires seront: la protection des droits des enfants, le travail des enfants, l'éducation, la formation professionnelle, la législation pertinente sur les questions touchant aux droits des enfants, la lutte contre les pires formes du travail des enfants, les campagnes de sensibilisation ciblée, la participation aux programmes conjoints des Nations unies et aux grands

programmes nationaux comme le programme national de lutte contre les pires formes de travail des enfants.

4. Recherche et collection de données

Les deux agences travailleront ensemble pour la réalisation d'enquêtes et la production de statistiques et d'études chaque fois que cela sera possible. Elles conduiront notamment des recherches visant à mieux faire comprendre le travail des enfants et à établir des méthodes d'évaluation rapide.

5. Campagnes de plaidoyers et de sensibilisation

Les deux agences organiseront à leur initiative où appuieront les programmes et activités nationales afin de faire le plaidoyer, la sensibilisation sur les questions relatives aux droits des enfants et à la lutte contre le travail des enfants. L'UNICEF accompagnera notamment la campagne carton rouge au travail des enfants, la célébration de la Journée Mondiale de Lutte contre le Travail des Enfants, les campagnes contre la violence, la traite et l'exploitation des enfants en étroite collaboration avec, le Comité National de Lutte contre le Travail des Enfants (CNLTE), les Ministères de la Justice et du Travail, la Fédération Malgache du Football (FMF) et le projet BIT/IPEC.

6. Partenariat

Dans le cadre de la mise de ce MOU, si nécessaire, les deux agences exploreront les possibilités d'élargir le partenariat dans le milieu de la coopération internationale ou dans les secteurs public ou privé.

7. Documentation, communication et publication

Les deux agences pourront décider de faire la publication commune des résultats des enquêtes et des recherches réalisées. Ces publications pourront concerner les succès stories des programmes mis en oeuvre, le montage de spots et la diffusion des documentaires télévisuelles et radiophoniques.

8. Normes juridiques internationales

L'OIT et l'UNICEF s'échangeront leur rapport respectif, ceux du Comité d'experts pour l'application des conventions et recommandations du BIT et ceux du Comité des droits de l'enfant. Par ailleurs les deux Agences appuieront la rédaction et l'élaboration par le gouvernement des rapports sur l'application des conventions 138 et 182 de l'OIT, et de la Convention relative aux Droits de l'Enfant des Nations Unies, conventions toutes ratifiées par Madagascar.

9. Mécanismes de collaboration

L'OIT et l'UNICEF mettront en place un groupe de travail pour le suivi de l'application de ce MOU et organiseront des réunions ou des concertations régulières. Dans la mesure du possible, un plan de travail annuel conjoint sera élaboré en début de chaque année.

10. Dispositions Finales

Cet Accord et le annexe A (Plan de Travail), entre en vigueur à partir de sa date de signature par les deux parties. Sa validité se prolongera de façon indéterminée sauf si un terme sera défini avec la signature d'un autre document. Le contenu de cet accord peut être modifié uniquement par un document signé entre les parties.

Fait à Antananarivo le, 29 de Mai 2007

Pour l'UNICEF

Pour l'OIT

Maes Bruno
Représentant de zone pour
Maurice, Comores, Madagascar

Dayina Mayenga
Directrice BIT
Bureau pour Madagascar,
Mauritius,
Comoros, La Reunion, Seychelles

MEMORANDUM OF UNDERSTANDING BIT/UNICEF

UNICEF/IPEC PLAN DE TRAVAIL 2007-2008

Domaine de coopération	Activité principale	Autre(s) responsable(s)	2007				2008			
			Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Recherche et collecte de données	Réaliser une enquête nationale suivant la méthodologie SIMPOC	INSTAT								
	Effectuer une analyse du budget engagé par l'Etat dans la lutte contre les pires formes de travail des enfants	Départements ministériels concernés (ministères du plan, du budget, de l'éducation, de la santé, de la population, du travail, de la justice, etc.)								
	Fournir un appui à la mise en place d'une banque de données sur le travail des enfants à Madagascar, auprès du Ministère de la Justice									
Documentation et publication	Assurer la publication des résultats des enquêtes et des recherches réalisées									
	Disséminer les bonnes pratiques de la collaboration									
Appui aux politiques et programmes nationaux	Fournir un appui à l'intégration et/ou renforcement des questions relatives à la protection des droits de l'enfant (interdiction des PFTE) dans la législation, les politiques et les programmes nationaux									

ANNEX E MODEL PROJECT MONITORING REPORT

International Labour Organisation

***International Programme on the Elimination of child
Labour - Madagascar***

Project Monitoring Report

Project Title

PA no.

Implementing Agency

Target Group

Budget (IPEC contribution)

USD:

MGA:

Geographical Coverage

Duration

Starting date:

Ending date:

Financial Status

Funds used to date:

Balance of funds available:

Period covered by the report

Project Monitoring team

Date of Report prepared

Project Monitoring Report

General guidelines: The project monitoring Report (PMR) consists of three different phases: (a) assessing the achievement of the project's objectives through an analysis of the indicators, (b) assess the overall impact of the project and (c) provide final recommendations for action. PMR should be completed through a field visit to the project area. During the visit, the project team should at least: exchange with the local administration, exchange with the main beneficiaries, exchange with the project management, visit 2-3 project areas (blocks, villages, GP, etc.).

I. Analysis of the indicators

Objective no. 1:
Indicator no. 1.1.:
MEASURING THE INDICATORS
<p>IMPACT Whether results have been monitored towards the achievement of the objective. Explain. Quantify, if quantitative indicator. Provide examples.</p> <p>PUNCTUALITY Whether the results obtained are in line with the planned workplan. Explain. Provide examples.</p> <p>EFFICIENCY Whether the results have been obtained by using appropriate resources. Explain. Provide examples.</p> <p>EFFECTIVENESS Whether the results obtained are relevant for the target group</p>
OTHER KEY INFO ON THE INDICATOR
<p>MEASURABILITY Whether the indicator is measurable. Are the means of verification appropriate? Provide suggestions for change as appropriate.</p> <p>PERTINENCE Whether the indicator is still pertinent. Explain. Provide suggestions for change as</p>

appropriate.

PARTNERS' VIEW

Provide information from:

- Discussion with counterparts
- Discussion with project management
- Discussion with beneficiaries

II. Overall impact of the project

Rating Scale:

Throughout the reporting period and in function of the time elapsed and the resources allocated:

- 6 - *The project in every instance, continuously and substantially exceeded the targets*
- 5 - *The project frequently exceeded the targets*
- 4 - *The project fully met the targets and occasionally exceeded expectations*
- 3 - *The project met most targets, however, there is room for improvement*
- 2 - *The project frequently did not meet the targets*
- 1 - *The project continuously did not meet the targets*

Criteria	Assessment	Rating
IMPACT Whether progresses can be monitored towards the achievement of the project's goal		
PUNCTUALITY Whether the results obtained are in line with the planned workplan. Explain. Provide examples		
EFFICIENCY Is the utilization of the resources logical and coherent?		
SUSTAINABILITY Address general sustainability issues including government's involvement and commitment		
Overall rating of the Project		

III. Final recommendations

List the main action points to be taken into account in the next period to reorient the project implementation as necessary. Recommendations have to be “Action-oriented” and the responsible persons have to be clearly identified.

Issue / concern	Recommended Action	Responsible
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ANNEX F PROJECT TABLE – STANDARD EVALUATION INSTRUMENTS

Project Area of Work	AP in that area if any	Achievements of the project as per I/A report or statements by implementing agency		Achievements as per project management (Comments,additions)	Comments/Observations by evaluation team	Proposed follow up Next steps
		Target Groups	Other Qualitative			
1 Knowledge	AP15/INSTAT/H	N/A	Technical report September 07 available on IPEC Mada DB	IPEC Monitoring report not yet done. However, the AP is on track according to the feed-back provided by the IA.	See comments in text.	Prepare communication and information diffusion strategy. Seek possible collaboration with the Understanding Children's Work Project.
2 Capacity Building	1) AP13/PACTE/H 2) MP6/CUA/H	N/A	1) 1st technical report due on Nov 07 2) MP not yet started	1) IPEC Monitoring report available on IPEC Mada DB 2) MP not yet started	See comments in text.	Good idea to hold frequent meetings with PACTE unit to track progress and offer assistance when necessary.
3 Legal Framework	AP21/MINJUS/F	N/A	AP not yet started	AP not yet started. However, the evaluation team will meet the IA during the stakeholders' workshop	See comments in text.	
4 Education /	AP34/MENRS/F	N/A	AP not yet started	AP not yet started	See comments in text.	

Vocational Training						
5 Awareness Raising	1) AP19/FMF/L 2) AP34/MENRS/F (Scream component only) 3) MP5/12.6/H 4) Plus Awareness Raising components in all direct action APs	N/A	1) 1 st Technical Report due on December 07 2) AP not yet started 3) Final technical report available (hard copy only) 4) When applicable, technical reports available on IPEC Mada DB	1) IPEC Monitoring report not yet done. However, feed-back on the implementation of the AP will be provided by the responsible PO and a bilateral visit with the IA is planned for the evaluation team. 2) AP not yet started However, the evaluation team will meet the IA during the stakeholders' workshop 3) No monitoring visits by IPEC as it's a MP. 4) When applicable, monitoring reports available on IPEC Mada DB	See comments in text.	
6 Direct Action	All APs on direct Action	See AP table	When applicable, technical reports available on IPEC Mada DB	When applicable, monitoring reports available on IPEC Mada DB	See AP table.	

ANNEX G : PA TABLE

N°	Action programme	IA	Achievements as per I/A report or statments made by IA		Achievements as per project management (comments, additions)	Comments/Observation by evaluation team	Proposed fo up/next step
			Target groups	Other qualitative			
1	Réinsertion des enfants en situation de rue et enfants travailleurs à Antananarivo	TDH	128	\\Srv-ipecc01\k\L\MTE Contribution\Reports\Les RAT de TDH	- mise en place d'une cellule d'écoute et de la cellule d'appui en pour garantir le retrait effectif des enfants des PFTE et réaliser une démarche de sécurisation progressive des enfants des rues victimes de multiples sévices et traumatismes - proposition de collaboration avec la Commune Urbaine d'Antananarivo et le Ministère de la population et de la Protection sociale pour continuer le processus - réalisation d'activités d'orientation, d'assistance à	Project not visited. It is observed that the cost of services per child served is very high.	

N°	Action programme	IA	Achievements as per I/A report or statements made by IA		Achievements as per project management (comments, additions)	Comments/Observation by evaluation team	Proposed follow up/next step
			Target groups	Other qualitative			
					l'identification de projet de vie et de suivi des enfants		
6	Projet pour la prévention et le retrait des enfants travailleurs dans la carrière d'Ambatomaro : « Ny taranaka no soa dia ny fianarana tokoa »	FIVOARANA	164		<ul style="list-style-type: none"> - participation de toutes les parties prenantes dès le début du programme, en particulier les parents des enfants travailleurs dans les carrières pour la sensibilisation, le retrait et la réinsertion des enfants ainsi que la gestion/l'animation de la garderie - mise en œuvre d'AGR et facilitation de leur accès à des ressources productives, y compris le micro-crédit - however, the NGO is having problems identifying appropriate AGR - mise en place d'un comité de suivi pour 	Project well targeted. The NGO is a good partner - managed by dedicated individuals. The play area constructed by the project is open air and quite close to dangerous work areas. Rather than a play area, the project should consider constructing a real day care/pre school facility and getting the employers' association to contribute towards it. Local authorities involved in project but don't see the need for "enforcement" rather are accepting that some children remain working in the quarries. The NGO is having great difficulty identifying appropriate income generating activities for parents who spend all their time in the quarries. Also, the NGO was not able to identify appropriate vocational training programs	Consider establishing a day care/pre school facility for children of quarry workers rather than a play area. Consider appropriate enforcement measures. As NGO with In Generation A strategy.

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			Target groups	Other qualitative			
					s'assurer de l'assiduité des enfants à l'école afin réduire les risques d'abandon en cours du cycle et superviser la gestion des AGR, moyen permettant aux familles de subvenir à leurs besoins, plus particulièrement pour la scolarisation de leurs enfants	for out of school boys. Cooperation with Catholic vocational training program excellent - will offer girls two years of training and skills for obtaining decent work.	
7	Contribution à la lutte contre le travail des enfants du secteur informel dans la commune rurale d'Antehiroka, district d'Ambohidratrimo	SAROBIDY	764	1er rapport d'avancement disponible	- plaider auprès de la commune pour l'intégration des actions en faveur de la lutte contre les pires formes de travail des enfants dans le plan communal de développement d'Antehiroka - implication des autorités, parents d'enfants travailleurs et de différents	Project features excellent collaboration with public schools and local authorities. Afterschool programs and clubs offer children alternative to work in out of school hours. Children learn about their rights through NGO activities. Did not see parents and do not know if there is an income generation for families component in project. Cost of services per child on lower end; emphasis on preventing school drop outs though after	Introduce SC methodology after school programs. Consider intervention model "after clubs" as means to keep children away from child labor during times when they are not in school

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			Target groups	Other qualitative			
					responsables au niveau de la communauté pour une internalisation progressive de la dimension de la lutte contre le travail des enfants dans le rouage administratif et la culture de la communauté - mobilisation de ressources par Sarobidy (entre US\$ 25 000 et US\$ 50 000 par an) à travers ses partenariats avec les organisations internationales en faveur de la promotion des enfants d'Antehiroka	school support activities is good.	
8	Contribution à la prévention et au retrait des enfants travailleurs domestiques et dans l'informel rural de la commune rurale de	MANIRISOA	210	2e rapport d'avancement disponible	- utilisation de la démarche participative qui implique à la fois les bénéficiaires et tous les autres acteurs	Good targeting of beneficiaries - children reported formerly working in quarries (and some said they still worked there on weekends and after school). Excellent cooperation with	Capitalize on experience supporting sc feeding progr during season high vulneral

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	Talata Volonondry, District d'Avaradrano				impliqués dans cette lutte (sensibilisation, implication dans la mise en œuvre et suivi des actions)- mise en place d'un centre d'écoute avec la participation de la commune qui va continuer le travail en faveur de cette lutte pendant et après le désengagement de Manirisoa- renforcement des capacités technique et matérielle de la communauté qui pourra par la suite assurer la relève pour cette lutte- extrapolation d'une identité culturelle selon un contrat social basé sur le « Dina » en faveur d'un mouvement pour combattre le travail des enfants	local authorities and schools. This is the project that contributed to the mayor wanting to integrate CL in his communal development plan. NGO office located right in commune HQ giving excellent visibility to their activities and cause. Awareness raising activities are strong - visits made to family homes. NGO plans to offer dietary supplements to school children in difficult months - this is needed (...but is the program sustainable?). During school visits, some teachers reported that some "project" children were having difficulty following their lessons because of hunger.. Mayor interested in supporting school canteens as part of communal development plan. Planned strategy to help raise parents' income but not a lot of information was collected on the approach and if it was being successful. The population (schools and	Capitalize on Mayor's initiative; integrate CL communal development strategy.

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			Target groups	Other qualitative			
					dans cette commune engageant les parties prenantes (parents, employeurs, autorités locales) dans la lutte contre les PFTE- amélioration des conditions de vie et de travail des enfants par le renforcement des capacités et des ressources des parents à travers les AGR- mise en place d'un système de veille sur l'évolution du travail des enfants dans cette commune. Le système vise à la fois les enfants travailleurs et les enfants menacés de la commune toute entière. Les données seront centralisées auprès de PACTE, du ministère de travail ou l'OPTE (Observatoire du	reportedly parents) see the NGO as a source of "assistance" - community development and self help strategies may need to be reinforced.	

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			Target groups	Other qualitative			
					travail des enfants de la province d'Antananarivo), une fois que ce dernier sera fonctionnel.		
9	Prévention et Eradication du travail des enfants dans la culture du coton, District d'Ambilobe, Région DIANA, Madagasca	SOAMANEVA	78	3e rapport d'avancement disponible	- plaidoyer auprès des pouvoirs publics, des autorités traditionnelles et des organisations influentes dans la commune en vue d'intégrer dans le Plan Communal de Développement les actions relatives à la lutte contre les PFTE - sensibilisation et mobilisation des autorités locales, des employeurs planteurs (la société HASYMA et les propriétaires terriens), des syndicats, des parents, des enfants travailleurs contribueront au changement de	See comments in text about community day care facilities. Two projects sites showed varying degrees of awareness raising and community mobilization. Second site exhibited high degree of community mobilization, the first site less. Why? NGO support for schools through the donation of school supplies is good but is it a sustainable approach? NGO involved local traditional leader "the Prince" through awareness raising activities - a good approach. Also the local education authority and the district chief showed a high degree of support for integrating combating CL in their local development plans.	Capitalize on community day care activity as a good practice follow-up in community area the willingness of community to use resources to combat day care program post project subsidies. Follow-up on that DDT is a cotton grower (supplied by HASYMA) and advocate for alternatives.

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			Target groups	Other qualitative			
					comportement pour que cette lutte puisse s'ancrer dans la culture de cette région - appui à l'élaboration d'un contrat social impliquant toutes les parties prenantes pour interdire l'utilisation des enfants dans les travaux des champs de coton - AGR pour les parents des enfants ciblés pour l'amélioration des revenus des familles, gage de la scolarisation des enfants de moins de 15 ans au-delà du PA. - mise en place de l'OSTE (observatoire du suivi du travail des enfants) pour		

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			Target groups	Other qualitative			
					limiter le recrutement d'enfants de moins de 15 ans dans les champs de coton, et faire en sorte que ceux retirés de ce travail soient dans de meilleures situations.		
10	Prévention, retrait et réinsertion des enfants menacés et victimes de PFTE dans les 4 quartiers de la Commune Urbaine de Diego Suarez	STOP SIDA DIEGO	133	4e rapport d'avancement disponible	- responsabilisation, renforcement de capacités et mobilisation des autorités locales et de tous les acteurs concernés dans la lutte : les employeurs, les représentants des travailleurs, les responsables des services publics (travail, éducation, santé, population)- mise en place de comités de suivi au niveau des 4 quartiers d'intervention-	Project takes place in the north in a area that attracts tourists. Sexual tourism in evidence on the streets. IA is a very good local association with deep connections to the urban neighborhoods in which they are active. Good cooperation with schools to place children. Counseling, school tutoring and health services offered. NGO reported that before the project, the local market featured large numbers of children helping their parents market goods and that since the project, their numbers are greatly reduced. Offered vocational training to adolescent girls and boys; girls	Explore possibilities of attracting micro credit agency in the region. Review vocational training strategy. Verify if the NGO is using IPEC recommendations for monitoring and evaluation. The evaluator and the NGO have a chance to have a chance to offer assistance to the NGO to reinforce fundraising strategies currently supported solely by IPEC.

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			Target groups	Other qualitative			
					collaboration avec le réseau du CMDPE (comité multisectoriel pour le droit et protection de l'enfant) pour le suivi des enfants retirés et pour veiller à ce qu'il n'y aurait plus de nouveaux cas d'enfant travailleur-plaidoyer en faveur de l'élaboration d'un arrêté communal interdisant le travail des enfants dans le secteur informel en collaboration avec le Comité Régional de Lutte contre le Travail des Enfants, en sus du renforcement de l'application des textes réglementaires sur l'ESEC et les autres PFTE qui nuisent au développement de	were reportedly engaged in CSEC but this was not confirmed by their own testimony (probably this is normal). Vocational training activities were of relatively short duration - 3-4 months, 2-3 times a week, a few hours a day...is this sufficient to be sure that the adolescents have been withdrawn from CL? Probably not. Clear strategy for improving targeted family incomes - materials offered to support economic activities. Families seemed very grateful - needs to be established whether the "gifts" raise incomes. The approach is not easily replicable in the absence of donor inputs. No micro credit available in community.	

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			Target groups	Other qualitative			
					l'enfant		
11	Contribution pour éliminer le travail des enfants dans les mines dans le Fivondronana Sakaraha, Province de Toliara, Madagascar	BAIBO	0	Signature le 11/06/07 ; 1er virement le 16/08/07	<ul style="list-style-type: none"> - appui aux parents pour le suivi des enfants, l'amélioration de leurs revenus, la gestion de leurs micro-activités - mise en place et renforcement d'une structure de suivi des enfants travailleurs au niveau du village, laquelle est reliée à l'ORTE - mise en place d'une structure de suivi de la scolarité des enfants au niveau des Fokontany - suivi de l'application du « Dina » et des lois pour ceux qui emploient des enfants dans les mines ainsi que leurs parents - renforcement du 	project not visited.	

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			Target groups	Other qualitative			
					<p>système de gouvernance locale en collaboration avec toutes les entités concernées (société civile, secteur privé)</p> <ul style="list-style-type: none"> - incitation des jeunes bénéficiaires de formation professionnelle à monter leurs propres projets et à avoir des activités à but lucratif - appui aux enfants bénéficiaires de formation à chercher un emploi formel en s'adressant à l'agence pour emploi (Aide-Conseil pour le placement). 		
12	Renforcement des capacités humaines et professionnelles dans le cadre de la lutte contre le travail et l'exploitation sexuelle des enfants à	APB	0	\\Srv-ipecc01\k\L\MTE Contribution\Reports\le 1er RAT APB	- accès des jeunes filles cibles à un travail décent (dans le domaine de l'hôtellerie), en collaboration avec les familles, les		

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			Target groups	Other qualitative			
	Mahajanga par une formation en hôtellerie et tourisme				opérateurs économiques du secteur hôtellerie et l'office régional du tourisme pour mieux les intégrer plus facilement dans le monde du travail - sensibilisation des familles, des enseignants et de la société à investir sur l'enseignement des filles, à ne pas sacrifier les études et l'enseignement professionnel - suivi et encadrement de ces jeunes filles après leur formation par une cellule d'écoute au sein de l'EMTH		
13	Projet de renforcement de capacité d'intervention du Ministère de la Fonction Publique, du Travail et des Lois	PACTE	NA			See comments in text. Strategy is good. Test will be in the implementation.	

N°	Action programme	IA	Achievements as per I/A report or statements made by IA		Achievements as per project management (comments, additions)	Comments/Observation by evaluation team	Proposed follow-up/next step
			Target groups	Other qualitative			
	Sociales						
14	Prevention de l'échec scolaire dans 10 écoles primaires publiques de la basse ville d'Antananarivo.	INTER AIDE	2976	1er rapport (non disponible/en attente) - signature le 17 avril 07	- méthodologie participative de proximité, impliquant les familles et les acteurs locaux. Les familles apprennent à compter sur elles-mêmes, à mobiliser leurs compétences et énergies et à s'approprier les actions pour atteindre leurs buts. A terme, cette approche méthodologique permet d'éviter les liens de dépendance. En responsabilisant les acteurs et en misant sur leurs capacités propres, elle évite les réflexes assistancielles et de dépréciation de soi. - acquisition de compétences par les groupes cibles	See comments in text. Important to reinforce the capacity of project social workers' understanding about child labor.	Capitalize on approach for academic/psychological social support. Introduce SC methodology project social workers on C issues.

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			Target groups	Other qualitative			
15	Enquête et développement d'une base de données sur le travail des enfants	INSTAT	NA	1er rapport d'avancement disponible		See comments in the text. Like with the PACTE AP, the strategy is good; test will be in the implementation.	
19	Sensibiliser les enfants participant aux championnats nationaux de football et issus des 22 régions de Madagascar sur la lutte contre le travail des enfants et intégrer les meilleurs talents dans des centres de formation et des clubs de football	FMF	0	Signature du contrat le 14/08/07 - 1er virement le 25/09/07		See comments in text.	Capitalize on football as a tool for broad community outreach/awareness raising on CI
32	Prévention et retrait des enfants des pires formes de travail des enfants dans les mines, l'ESEC et la domesticité à Ilakaka, en particulier dans les fokontany d'Andohanilakaka, de Bepeha et de Manombokely	TALILISOA	0			Project not started yet. Will focus on key sector - mining. First IPEC project in region.	
33	Prévention et retrait des enfants des pires	PACT/MCAR	0	N/A Dossier en préparation pour signature accord		Project not started yet.	

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			Target groups	Other qualitative			
	formes de travail des enfants dans l'ESEC, les carrières de pierres, l'agriculture, le gardiennage de zébus et la pêche dans les 11 communes de la Région d'Anosy.						
36	Prévention, retrait ou amélioration des conditions de travail des enfants travailleurs dans l'agriculture, la pêche et les carrières dans le district d'Ambanja.	CRADES	0	N/A Dossier en préparation pour signature accord		Project not started yet.	
TOTAL							